

FINAL REPORT

EVALUATION OF THE PEACE AND PROSPERITY PROJECT IN JAMAICA

Submitted to:

U.S. Agency for International Development

In response to:

Contract No. AEP-I-00-00-00023-00
Task Order 827

Prepared by:

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1730 North Lynn Street
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May 14, 2003

April 7, 2003

Dr. John Wright
Deputy Director
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2 Haining Road
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Dear John:

Re: Evaluation of the Peace and Prosperity Project

As promised the following are my comments.

1. Treatment of the role of the Executive Director.

There is a deficiency in the way the report treats the role of KRC's Executive Director. Page 4 of the Report – Quality of Project Management makes the point very clear “The ultimate person responsible for the Peace and Prosperity Project is the KRC Executive Director, Mr. Morin Seymour”. While on page 21 the report observes:

“The team questions the appropriateness of having the KRC Executive Director chair the project Steering Committee. Since, one of the primary roles of the Committee is to oversee the implementation of the project, they have essentially placed the Executive Director in the prime position to oversee himself”.

Apart from being an approved contradiction, the report ignores the fact that at least three attempts have been made to elect a chairperson who is independent of KRC.

The first relates to Reverend Roy Dodman of the Shortwood United Church and who chaired the Committee on several occasions but refused the position. The second relates to our offer to Mrs. Dawn Marshall-Kerr, Corporate Communication Coordinator of Shell Company Limited; while she has pledged support to the project she has refused to serve in that capacity. The third, relates to Mr. Sing Chin of the Super Valu Supermarket who offered to sell products made by artisans in the community, but declined the chair.

The rationale given by these three individuals is that KRC is a strong implementing agency and has the required balanced approach to chair. While we search for a chairperson, the project must go forward. (page 31, paragraph 2)

2. Factual Errors

- a. In Paragraph 2 of the second page of the Executive Summary, the last sentence speaks to a variety of agencies in the communities that can be sub-granted to

conduct these activities that have acceptance, presence and competencies for specific tasks.

We do not believe this to be true and we would be grateful to receive a listing of such agencies. *(NA)*

- b. Page 6 Line 4 speaks to delay in renovating of several playfields in the communities. The playfields were not upgraded because after background checks were done it was revealed that these were privately owned properties that could not be developed without the consent of the owners. *(page 7, paragraph 4)*
- c. Page 15 last paragraph spoke to improvement of relationship between the Peace Centre and the Police. There was never a problem between the Peace Centre and the police. The relationship between the residents and the police has improved with the intervention of the Peace and Prosperity Project, wherein interface was facilitated to discuss problems and find solutions. *(page 24, paragraph 3)*
- d. Page 16, Paragraph 5, The Senior Project Officer is a trained counselor, while on the other hand the Community Officer is a trained mediator. *(Page 25, paragraph 1)*
- e. Page 18, bulleted point 4 Peer Mediation training is done at New Day Primary and Junior High and not Providence Primary School as stated in the report. *(page 27, bullet 4)*

I shall endeavour to bring the observations made in the report to the attention of KRC's Board at our next Board Meeting.

Yours truly,
KINGSTON RESTORATION COMPANY

.....
Morin Seymour
EXECUTIVE DIRECTOR

SpO Team's Comments on the Draft SpO Evaluation Report

In general terms, the Report is well laid out in a manner that directly focuses on the specific areas outlined in the Scope of Work. There were no major surprises in terms of the recommendations or observations. Following our review of the Draft Report, we are however offering the following comments and questions which are intended to assist the Evaluators to improve the quality and usefulness of the Report.

1. The Executive Summary needs to be a bit more balanced and in keeping with the substance or main elements of the Report which reflect a positive picture of the state and progress of the project. *(page iii)*
2. The reference to any possible or probable removal of \$600,000 from the pipeline should be deleted. (See page 5 of the Report). No reference whatsoever should be made to this possibility since there has been no official communication from USAID/W regarding this possibility. *(deleted from page 6)*
3. Do the evaluators believe that the KRC project staff complement (8 persons) is adequate, considering the diversity of activities? *(pages 5, paragraph 3 & 8, paragraph 1)*
4. The Report would be more balanced if it also included an assessment of the management of the project by USAID given the comments relating to KRC's management that are reported in the section on the Quality of Project Management. *(page 10, paragraph 2, page 11, recommendation 5)*
5. Although the evaluators admit that KRC has made significant progress in completing every IR performance target except for new jobs (see page 11), the narrative in the section on the Achievement of IR Performance Targets does not support this observation as the evaluators did not elaborate on the accomplishments and impact in relation to conflict resolution training. The evaluators could have elaborated on the statement made (on page 11) that "The PPP team has done an outstanding job in conflict resolution and in identifying community problems." *(pages 14, paragraph 5 through page 16)*
6. In relation to the training that is being provided, while noting the suggestion for initiating a program of internship (on page 14), could the team make any other recommendations that may increase the impact on the community in light of the targets that were set for the project? For example, should the training initiatives be expanded to address other social issues? *(page 20, last paragraph through page 23, paragraph 2)*
7. As indicated in separate communication from Morin Seymour, the statement (on page 15) "that the relationship between the Peace Center and the police has improved" could imply that the relationship was not always good. That

observation is incorrect as the relationship has always been positive. (page 24, paragraph 3)

8. Would the evaluators offer any specific suggestions that may be helpful to KRC in developing a program plan for Center operations? (page 26, recommendation 2)
9. There is no basis to suggest that the reduction in the crime level observed by DSP Thompson (as reported on page 19) is directly attributable to the PPP. For example, there were no testimonials from residents who benefited from training in conflict resolution which would conclusively indicate that the sensitization and training in conflict resolution has resulted in less crime. (page 27, paragraph 1-2, page 28, paragraph 3, and page 29, paragraph 2. The evaluators cited the views of several stakeholders from the targeted communities. This information is not offered as objective fact, but simply as observations based on their perceptions of the differences within these communities since the implementation of the KRC/PPP.
10. Based on the receptiveness of the residents to the assistance being provided (pp18-21) by the project, in the opinion of the evaluators, what prospects are there for the sustainability of the conflict resolution and other activities being carried out under the project? What strategy or mechanism for achieving sustainability would they recommend other than depending on the Steering Committee to identify "an organization that will be suitable or better equip itself, to assume management of the project" (page 22)? (page 30, recommendation 5 and page 31 recommendation 1)
11. Apart from the recommended hiring of an expatriate professional, are there other recommendations for addressing the problem of the organizational capacity (see pp24-5) of KRC? What suggestions would the evaluators make that would assist KRC to develop an organizational business plan as is needed based on the observations made by other donors (see page 24)? (page 35, recommendation 2)
12. Has KRC adequately exploited the synergies available through more effective coordination with other donors? (page 34, paragraph 5-6)
13. Despite the positive experiences that other donors have with KRC, what accounts for the fact that our results remain elusive? Is this observation due to the project design, timeline, targets, systems and methodologies or quality of communication between USAID and KRC? (page 9, last paragraph, page 12)

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ACKNOWLEDGEMENT

Development Associates, Inc., wishes to express its appreciation to the USAID/Jamaica Mission, the Kingston Restoration Company, and to the residents of Grants Pen and Standpipe communities and organizations for the open and full cooperation afforded to the evaluation team.

We especially acknowledge with thanks the interest and commitment demonstrated by Mosina Jordan, Mission Director, in support of the Peace and Prosperity Project. A vote of gratitude is offered to Dr. John Wright, Team Leader, Dorna Service, Althea Spence, Robbin Brinkley, Dennis Darby, Sasha Parke, and Denise Lawrence for their collaboration in supplying unbiased and frank information to the team. Ms. Spence was most patient and persevering in arranging the numerous interviews.

The KRC management and the PPP Management Team, especially Morin Seymour and Patricia Balls, were honest and forthright in making available complete information and documentation. The evaluation report is submitted with the sole purpose of offering independent and objective conclusions and recommendations to move the PPP towards complete and sustainable success.

Francis Valva

Lamont Crawley

EXECUTIVE SUMMARY

Development Associates, Inc. was contracted to conduct the mid-term evaluation of the Peace & Prosperity Project that has a completion date of September 2004. The evaluation was to assess the progress and impact to date and make recommendations for modifications in project design and implementation for the remaining life of the project.

All stakeholders have noted that in order to achieve the specified IRs and corresponding indicators, it is necessary to face and resolve enormous obstacles, such as: an overall stagnant economy; businesses leaving the communities; starting a new program in a hostile community; overcoming literacy deficits; the lack of social skills; the dire need for basic infrastructure programs; the low level of self-esteem of the residents; a lucrative drug trade; a political tribal mentality; and communities that require major transformation of cultural and educational values. Real progress has been made in overcoming many obstacles, but the IR indicators that have so far not been achieved at this point are the very important ones of business assistance and job creation.

There is a feeling of urgency on the part of USAID Mission for the KRC/PPP to move forward expeditiously to achieve key project targets during the remaining months of the activity. To date, some Mission expectations for implementation are not being met. KRC/PPP has money but is not moving fast enough in program implementation. KRC/PPP has done a good job on the social and preparatory side of the project such as literacy, pre-employment, security, and skills training. These factors were not previously considered by the PPP Management Team, but are essential to the larger goal of business creation and employment. However, the evaluators recognize that such preparatory activities would be unproductive unless there are jobs and businesses created at the end of the process.

The evaluators consider inadequate and/or insufficient project staff as the underlying problem for funds being under-utilized and in not attaining the performance targets of jobs created, businesses assisted and new businesses created. To staff-up the KRC/PPP to meet these program goals, it is recommended that two important staff positions be created and filled: a Personal Services Contractor to offer institutional strengthening to the KRC/PPP, and a professional Business Project Officer to expand entrepreneurship and employment activities. Simultaneously, it is recommended that the KRC/PPP enter into a sub-grant/subcontract arrangement with a specialized micro enterprise/small business organization that offers training, technical assistance, micro financing and loan preparation. The establishment of a Creative Enterprise Studio to retail residents' products to the public is also suggested.

The training component of the KRC/PPP has taken on real importance as a prerequisite to completion of IRs and indicators for employment and entrepreneurship. It is also seen as a tool for community sensitization and to show tangible benefits for residents. Developing literacy skills for an adult changes the entire outlook and lifestyle of that person and is lauded by family and fellow citizens. These program spin-offs are important to inner-city residents and produce a positive image for the KRC/PPP and USAID. It is the beginning of building individual and community pride and should not be underestimated. An internship with training providers and other private sector companies is recommended as another means of employment generation.

Certainly the KRC/PPP has been implementing numerous activities and services throughout the past year with many residents participating. All of the residents interviewed were grateful for the KRC/PPP and the opportunities that have been afforded to the community. Participants clearly see the project as helping them as individuals and uplifting the community as well. It is recommended that the Peace Center and the Resource Center initiate an effective communication plan to reach a greater number of community residents with expanded services such as education workshops, citizenship, parenting skills, etc. With regard to community empowerment and program continuity, the evaluators' recommendation is to conduct strategic planning training for Steering Committee members to build capacity at the local level while expanding their role in the KRC/PPP.

USAID/Jamaica has taken the lead role of being the major implementing agency with other donor organizations in executing a comprehensive approach to developing peace and prosperity in inner-city communities. There is a high level of synergy and complementarity with other donor agencies implementing programs in the target communities. The KRC/PPP is in a prime position to enhance this synergy, while achieving its objectives at the same time. A working group of donor and government agencies should be formed to enhance coordination in dealing with the costly, complex and diverse needs of the two communities.

In conclusion the team notes this is a very challenging project. It has involved dealing with many more problems than expected. Progress is being made on some of the underlying problems that must be addressed before employment and job creation can be achieved. Additionally, there has also been a problem in fully staffing the program to accomplish all that needs to be done in the months remaining in the project. As a result there has been under-spending. Since this is a vital program to the affected communities and to USAID, this problem needs to be addressed quickly. We recommend that USAID contract the required expertise to work in NGO strengthening, business partnerships for training, and program implementation so that the project can build on the strong foundation it has developed.

The evaluation team has drawn many conclusions and made several recommendations that if implemented should facilitate the achievement of the desired outputs and lay the groundwork for future sustainability.

FINAL REPORT

EVALUATION OF THE PEACE AND PROSPERITY PROJECT IN JAMAICA

BACKGROUND¹

Based on prior research conducted by Development Options, USAID published a Request for Applications (RFA) to execute a pilot project in response to specifically identified community needs in the communities of Grants Pen and Standpipe. In March 2001, USAID signed a Cooperative Agreement No. 532-A-00-01-00116-00, known as "The Peace & Prosperity Project", with the Kingston Restoration Company (KRC) to implement and manage the Special Objective (SpO) of "Improving the Economic and Social Conditions of Grants Pen and Stand Pipe Communities" during the period of 2001-2004.

The Cooperative Agreement, Program Description, makes KRC responsible for implementing and managing the various activities necessary to achieve the IR in the targeted communities of Grants Pen and Standpipe to achieve the Mission's Special Objective. Two Intermediate Results (IR) with respective indicators were established for LOP as follows:

- ▶ IR 1 Increase Employment & Entrepreneurship: number of persons employed, number of businesses assisted and number of new businesses created.
- ▶ IR 2 Conflict Resolution: number of crimes reported, number of conflict resolution programs implemented/sustained, and, number of residents trained in conflict resolution.

KRC is required to develop creative and unique methodologies and to propose the appropriate staff needed for program implementation.

As detailed in the Cooperative Agreement, activities to be undertaken to *Increase Employment Entrepreneurship Opportunities* include:

1. Obtaining commitment of the residents, CBOs and private sector individuals to cooperate and assist KRC in implementing the program.
2. Developing methodologies to determine products and services that can be sold.
3. Determine training needs for residents who might become involved in such activities.
4. Provide the necessary training to residents to meet market demand.
5. Providing raw materials and equipment to carry out training activities.
6. Determining the type of assistance to be provided for employment opportunities.
7. Establishing mechanisms that will assist trained residents to start their own businesses.
8. For sustainability, determine who should own the training facilities for project continuity.

Activities to be undertaken for *Improving Community Capacity for Conflict Resolution* include:

¹ All Acronyms are presented in Annex D.

1. Identify community leaders to benefit from training in communications and conflict resolution.
2. Define how communication and conflict resolution will be imparted to community leaders.
3. Implement activities that will build positive relationships between residents and the police.
4. Developing and promoting partnerships among community groups to find solutions to the problems of crime and violence.
5. Developing/implementing an effective mentoring program.
6. Examine the possibility of supporting uniform groups such as girl guides, boy scouts, 4H clubs, etc.
7. Examining the possibility of developing school programs such as that of Junior Achievement.
8. Developing cross linkages to other USAID programs that are being carried out in the communities.

During the period March 2001 to December 2002, following the signing of the Cooperative Agreement in March 2001, the Kingston Restoration Company (KRC) initiated activities aimed at achieving the Special Objective "Improved Economic and Social Conditions in Targeted Inner City Communities". The two Intermediate Result are: a) Increasing Opportunities for Employment and Entrepreneurship; and b) Improving Community Capacity for Conflict Resolution. There are a number of indicators that link directly to each of the two key results. For Intermediate Result One (IR 1) the indicators are: Number of persons employed; Number of businesses assisted and new businesses created. For Intermediate Result Two (IR 2) the indicators are: Number of major crimes reported; Number of conflict resolution programs implemented and sustained; Number of residents trained in conflict resolution.

KRC the implementing agency has embarked on a number of initiatives that are expected to yield the results as measured by the indicators. These initiatives include:

- ▶ Establishment of a Peace Center
- ▶ Vocational Jobs
- ▶ Skills Training for Community Residents
- ▶ Training in Conflict Resolution
- ▶ Training Mediators
- ▶ Establishment of Homework Centers
- ▶ Technical Assistance to Micro and Small Business Firms
- ▶ Establishment of Computer Laboratories in Primary Schools
- ▶ Peace Day Concert
- ▶ Sports Festival

To implement the above activities, USAID approved a grant to KRC in the amount of US\$2,640,000

INTRODUCTION

Development Associates, Inc., under contract No. AEP-1-00-00-00023-00 was requested to conduct the mid-term evaluation of the Peace & Prosperity Project. The KRC/PPP has a completion date of September 2004. A two-person team with extensive experience in both inner-city development and Jamaica was fielded to carry out the following scope of work objective. (See Annex for SOW)

“USAID requires the services of a Contractor to conduct a mid term evaluation of the Peace and Prosperity Project which has a completion date of September 2004. The evaluation will assess the progress and impact to date of the Peace and Prosperity Project and to make recommendations for modifications in project design and implementation for the remaining life of the project. The focus of the evaluation will be on examining the major project interventions, project impact to date and overall effectiveness in contributing to Intermediate Results achievement.”

The Development Associates evaluation team is required to submit a report to USAID/Jamaica based on the reviews and interviews and make recommendations concerning the following:

1. The extent to which the activities being implemented by the KRC/PPP are likely to achieve the performance targets under both Intermediate Results.
2. The operation and impact of the Peace Center in stabilizing the community.
3. How resourceful is the Resource Center in the Stand Pipe community?
4. The effectiveness of the Steering Committee.
5. The quality of project management.
6. The appropriateness of the method of selecting the residents for the training courses. The appropriateness of selecting the training courses and institutions.
7. The quality and impact of the training that is being provided to the residents in both communities.
8. The effectiveness of the project design, performance targets, and immediate results indicators.
9. The level of synergy or complementarity with programs being implemented by the other donor agencies, government agencies, and other organizations that are present in these two communities.
10. Examine the strengths and weaknesses of the design to develop the entrepreneurship element.”
11. Consideration/recommendation as to the possible merger of the SPO and the Democracy & Governance programs.
12. The influence of the political, social and economic environment on the progress/success of the project.
13. How responsive/receptive are the residents to the assistance being provided by the project. (Do the residents have the desire and capacity for change?)

Issues Number 11 through 13 were added to the SOW upon arrival of the Development Associates, Inc. evaluation team during the first meeting with the USAID SpO Team.

The Evaluation Team used a participatory methodology that included involvement of the donor agency, the implementing agency, service providers, counterpart organizations, police.

community clubs, churches, participating schools, and residents; beneficiaries and non-beneficiaries. This methodology focused on gathering information from all program stakeholders to collect a diversity of views from important sectors and to collect data on results to acquire information for follow-up actions and recommendations.

Methods used included: key informant interviews, focus group interviews, and direct observation. A list of key persons and organizations interviewed can be found in Annex A. The pertinent documentation reviewed is included as Annex B of this report. Direct observation was conducted onsite in both the communities of Grants Pen and Standpipe. Informal interviews were conducted at a community grocery store, a graduation ceremony, and talks with residents. Detailed questions were prepared in advance for specific interviews such as the focus groups and certain CBOs.

A. IMPLEMENTATION ISSUES

1. *Quality of Project Management*

Findings

The person responsible for the Peace & Prosperity Project is the KRC Executive Director, Morin Seymour. Under his leadership, KRC has been successful in leveraging new donor agency funds for similar programs. KRC has based the present PPP activities on past successes in other communities, particularly Jonestown.

The Project Manager, Patricia Balls, is the key person in undertaking project implementation. She reports to the Executive Director. The Project Manager has an extensive background in social development and is accepted in both target communities. The Project Manager is responsible for execution, monitoring, coordination and project oversight. She supervises a team of eight KRC/PPP staff who implements and monitors a variety of program activities that include the Peace and Resource Centers, skills training coordination, sports programs, literacy training, counterpart relationships with CBOs and police, maintenance of a database, onsite conflict resolution and mediation, etc.

Project Officers are college graduates in charge of coordinating a variety of program components. However, each of the Project Officers has sole responsibility for a specific program component. The Senior Project Officer is responsible for all activities in the Standpipe community, as well as the supervision of the Community Officer who manages the Resource Center. Of the remaining two Project Officers, one has responsibility for the implementation of activities related to all training programs and the other coordinates activities in conjunction with all Homework Centers. The Project Officers are educated persons and highly committed to the program, but have limited capability in job placement or business development. Therefore in January 2003, KRC hired a business development consultant to implement strategies to achieve the goals of employment placement and business development.

Equal in authority to Project Officers, are the two Center Managers at the Peace Center. The Center Managers are responsible for administering the various programs and services, associated with the Peace Center, such as: conflict resolution and mediation services; coordinating counseling and training activities; and community relations with CBOs, schools, churches, clubs,

etc. The Center Managers attend community meetings, write reports, prepare work plans and supervise the Community Officer.

The Community Officers are residents of the communities in which they work. The Community Officers have a basic high school education, which is complemented by their innate concern and involvement within their respective communities. In their positions, the Community Officers interface with community residents who enter their facility, register people for services, keep a database, and assist with logistics.

KRC/PPP has recognized some of their staffing shortcomings and recently hired two new employees who are represented in the staffing descriptions above. This has allowed them to departmentalize staff responsibilities, while reducing workloads and inappropriate assignments. One new position is the Project Officer responsible for training and the other is the second Center Manager at the Peace Center. The Peace Center was functioning grossly under capacity, primarily due to the lack of experience of the lone, previous Center Manager. He does not have the background appropriate to the mission and role of the Center which is essentially an independent entity with respect to KRC's main office downtown. To augment his strengths, which seems to be in the area of community outreach, KRC/PPP hired a previous KRC employee with a strong background in administration and project management to serve as a co-Center Manager. The KRC/PPP Project Manager is currently refiguring the staffing structure for the Peace Center, which really only needs one Center Manager. She is considering changing the first Center Manager's position to a Community Outreach Officer.

However, none of the regular staff have expertise in business development and job creation. Thus the only formal work in these critical areas is by the limited time consultant.

(See Annex C for a Project Organization Chart.)

The number of staff persons who worked for KRC/PPP and staff turnover since March 2001 during project implementation occurred as follows:

<u>Position</u>	<u>Number</u>	<u>Turnover</u>
Project Managers	1	1
Administrative Assistant	1	1
Center Managers	2	1
Community Officers	2	2
Project Officers	3	5

Regarding the ten staff that left the KRC/PPP, the following was found:

- One Project Manager was not performing and had a poor perspective on the use of project funds. He was terminated.
- One Project Officer left after one month for personal safety reasons.
- One person accepted a KRC/PPP position but had three other interviews and left KRC/PPP after 2 days on the job.
- One person received a better offer and left the project.
- Three persons took positions, worked for a while and stated it was too risky. They later left once better offers came available.

- One Project Officer worked one year, had difficulties with Project Manager and resigned. She also received threats in the community.

It is noteworthy that some of the KRC/PPP employees who left were experienced professionals. For example, one ex KRC/PPP employee has been hired by CIDA and previously had worked with USAID. Another ex KRC/PPP employee is an independent contractor who has done work for both CIDA and USAID.

High staff turnover is one of many factors that helped to impede swifter project implementation. Other factors are discussed in Section 2, Achievement of Performance Targets.

In general, ex KRC/PPP staff did not complain about salary levels although they did move on to other jobs once more attractive offers were available. KRC/PPP staff are paid a competitive salary and receive limited benefits, including life (2 years' salary) and health insurance. Other benefits that some private sector firms offer in Jamaica, but are not offered by KRC/PPP, include transportation and other allowances. Transportation expenses in KRC/PPP are reimbursed on a cost basis.

KRC/PPP has submitted a Corporate Plan for the period March 19, 2001 – September 30, 2004 that includes a project design, strategic objective and results. One component of the Corporate Plan is the Logical Framework that details yearly milestones and the indicators to meet project objectives. Subsequent to the approved Corporate Plan, KRC and USAID agreed to revised performance indicator targets in the Performance Monitoring Plan, dated January 10, 2002. A second component of the Corporate Plan includes a budget for project year 1 and cash flow projections for the LOP. KRC/PPP staff is using several types of weekly and monthly work plans. The tasks and actions required usually cover fairly long periods of time; as much as two or three months, and are updated at comparable intervals.

Upon project implementation, KRC/PPP identified existing NGO/CBOs within the community and formed initial collaborative relationships based on need. KRC/PPP has incorporated many community organizations and groups into the PPP, augmenting existing activities with additional funds for equipment, uniforms a/o other supplies. These include NGO/CBOs that were conducting training programs; church organizations that had been conducting homework, basic schools, scouts programs; government primary schools offering adult computer training, sports, uniform groups, etc. KRC has sub-contracts with commercial training providers and consultants. They have an agreement with SMF and DRF for training activities, and are in the final stages of establishing a more elaborate contract with DRF for conflict resolution and mediation services. In some cases, they have piggy-backed on existing facilities and program activities with no formal agreements; only general verbal understandings. This has created some resentment and misunderstandings with important counterpart organizations.

Throughout the evaluation, Mission staff publicly noted that the PPP is a "Pilot Project" and something that USAID, as an agency, does not normally put into practice. In the document, *Summary of Inner City SpO SAR Issues* the OEG Director noted that the "mission/agency staff have minimal hands-on experience with comparable programs in a high crime rate inner city community that requires major cultural and educational transformation of values and standards to succeed." He further recommended that consideration be given to contracting with a US-based firm or group of two or three U.S. Personal Service Contractors to oversee and manage this

highly complex and sociologically diverse program. Thus the capability of KRC to manage the PPP was questioned in October 2002. In the same document, Mission Management encouraged the team to move speedily to reach the targeted individuals and to take advantage of the synergy between the different programs, noting that a coordinated approach is required with other donor agencies.

Some USAID/J staff stated concerns that monies for program activities are not being expended as promptly as planned. Over a period of 20 months ending November 2002, KRC has expended \$662,500 or \$33,125 per month. The first few months (March – June 2001) during project start-up, the average monthly expenditure was \$15,000. Liquidation of advances shows expenditures of \$15,000 monthly until November 2001. The approved KRC Work Plan 2001 – 2002 (Revised February 7, 2002) projected expenditures from March 2001 - February 28, 2002 of \$790,654. Actual expenditures were \$293,927 inclusive of \$101,410 reimbursements. Based upon these figures, cost projections were overestimated by \$496,727.

Why did KRC/PPP not expend the funds budgeted and projected for the first year of the project? As stated below in Section 2, the first nine months of implementation was used by the staff to do the necessary groundwork within the communities. Funds originally budgeted for training and sub-awards were barely if at all touched. As of 2/28/03 only 20% (\$195,566) of the training budget has been expended while 46% of LOP has elapsed. The line item "construction" only expended \$34,160 or 9% of its budget as of this same date while KRC is delayed in renovating several playfields in the communities.

Originally, KRC/PPP was under the impression that two community centers, one for Grants Pen and one for Standpipe, were to be purchased a/o built as part of the program. KRC/PPP undertook the process of searching for land and properties to purchase. They found that in Standpipe, there is no land available on which to build. Standpipe is a very small community with less than 1500 people in approximately 330 homes. The playfield at Providence Primary School is the only recreational facility accessed by the residents. The school had property, but the legal implications were too cumbersome to continue any follow-up for construction of a community center. In Grants Pen, KRC/PPP identified land for construction of a community center but in the process of seeking approval they were advised by USAID that project funds could not be used to procure property. Since then, three playfields have been identified within the two communities: one is at the Providence Primary School; one at St. Margaret's Church, and the third at the New Day Primary School. To a limited degree, these fields are used by the residents for a variety of activities, but are in dire need of renovation. It took considerable time for KRC/PPP to identify ownership of two of these fields, and they are presently working with a contractor who is developing plans for renovation. Therefore, the construction budget has remained virtually untouched, but it is anticipated that this will change within a few months, when they break ground in late spring or early summer. The play fields are an essential component of IR2 – conflict resolution.

Other obstacles are also discussed in regard to the sluggishness of project implementation and expenditures in Section 2, Achievement of Performance Targets.

Conclusions

The evaluators note that although this report focuses on project findings essentially through December 2003, which is prior to KRC/PPP hiring three additional high-caliber staff. These three employees, two full-time and a business consultant, started work literally weeks before the evaluation team arrived. They were hired to address deficits in the program performance targets. The consultant was specifically hired for six months to implement strategies to positively impact the economic goals of the KRC/PPP. The consultant's role is discussed further in Section 2, Achievement of IR Performance Targets. At the time of our evaluation, we had little evidence of the impact of the new staff's expertise on project outcomes, but this is due to the limited time that they have been employed. The evaluators feel confident that the present complement of staff is adequate when combined with other recommendations cited in this document.

The quality of the KRC/PPP management is limited by lack of significant staff experience in community development and implementation of socio-economic programs. The evaluation team also considers insufficient project staff as the underlying problem in attaining the performance targets of jobs created, businesses assisted and new businesses created. KRC/PPP requires organizational strengthening with an aim towards hiring appropriate staff and developing subcontracting agreements with qualified organizations to achieve the economic goals of the project. Having stated this, most stakeholders and the donor agency agree that KRC is the only viable organization with the potential to successfully implement the PPP. Acceptance of an expatriate group or other local NGO by these inner city communities was not considered feasible. The KRC/PPP Management Team has done a good job on the preparatory work of the project such as literacy and skills training, pre-employment aspects, conflict resolution and community relations. However, on the entrepreneurship and employment creation components, the team has accomplished little. Results in these two areas will not be easily achieved, but even during an economic downturn, micro enterprise programs can develop and create jobs.

Staff turnover is a normal process under the difficult community conditions in which this project operates. Persons who fear for their safety as well as career advancements will make personal decisions not necessarily in support of the project. Staff turnover can also be attributed to faulty management that is manifested in poor communications with staff, delegation of responsibility without corresponding authority, no upward mobility, and a rigid system for expending budgeted funds. Ex KRC/PPP staff have indicated these factors as management shortfalls found in KRC.

KRC/PPP staff have limited capabilities for conducting the many programs as well as for producing the reports and other contract requirements. The multifaceted project approach offers challenges to the project team and places many burdens on staff capabilities and time. There are many activities that require specialized expertise that the KRC/PPP staff do not possess such as business assistance, job placement, computer technology, strategic and project planning, training and curriculum design for vocational trades, police relations and domestic violence. The hiring of short-term technical assistance to address the difficult employment creation tasks is understandable but ultimately it is shortsighted given the IR performance targets to be achieved. In other words, who will complete the tasks after her six-month contract has ended? The evaluation team did not find KRC/PPP staff with essential business expertise. Therefore, staff and project implementation changes will be necessary to provide the special expertise required to complement present staff functions if the preparatory work completed to date is to bear fruit.

The use of the sub-grant as an instrument would have greater affect on program results than attempting to hire individuals. The benefits of sub-grants (as opposed to a service contract) is that they seek to obtain results while achieving a higher objective. For KRC/PPP, a sub-grant agreement would set specific milestones and objectives in order for the CBO/NGO sub-grantee to obtain funds. These milestones when attained would add to the overall completion of a major KRC/PPP objective. The sub-grant can be employed as an instrument to demonstrate trust in the NGO/CBO with the use of grant funds and to attain a program result for which the sub-grantee has already shown experience and expertise. For KRC/PPP, the sub-grant process further justifies the use of funds to achieve results. KRC/PPP is also in the position to offer local organizations empowerment and institutional strengthening at the activity level which in turn is a step towards sustainability.

A good example of where the sub-grant instrument is mutually beneficial is the National Development Foundation of Jamaica, a recognized micro finance, small business organization with demonstrated experience and expertise in its field. At the local level, there are several examples where sub-grant instruments can be effective including CBOs such as Stella Maris Foundation, PALS, Minister Fraternal, HACO, etc. Presently, in their partnering arrangements with CBOs, KRC/PPP uses an MOU mechanism. However, the evaluators feel that this instrument does not demonstrate trust with grant funds nor does it provide institutional strengthening for sustainability.

There are some obvious activities that can utilize either the sub-grant or sub-contract instrument depending upon results desired such as skills training, upgrading play fields, and sports. However, a sub-grant instrument would also help to clarify questionable activities and/or expenditures such as Day Schools, Bands, Uniform Groups, etc. The KRC/PPP under a sub-grant instrument would be required to demonstrate the linkage between the activity and the expected results towards achieving a target IR.

KRC/PPP was slow in project start-up and expectations for planned activities did not ultimately happen. There are indications that KRC/PPP management will only spend money for proven value, and will not accelerate spending patterns solely to meet projections. This should be of comfort to USAID as the focus of concern is properly on activities to attain results. However, USAID should also look at the absorptive capacity of KRC/PPP in a similar manner in which KRC/PPP has to deal with the absorptive capacity of the communities it serves. It would be most beneficial to the project staff if they had approved yearly work plans with corresponding budget line items so that implementation of program activities could move along in a prompt manner.

KRC has been most successful in leveraging new donor funds that have been complementary to the KRC/PPP. Other donor agencies including CIDA and DFID give KRC high grades in accountability and attainment of proposed results as indicated in their program reviews and evaluations of other inner city activities under their auspices. However, these same donor agencies expressed concern about the management capacity and staff changes in KRC since the previous Deputy Director resigned. KRC's ability to leverage funds is further discussed in Section 8, Level of Synergy and Complementarity with programs of other agencies.

The project performance criteria do not take into account the benefits of lessons learned from what does not work. Results should not be considered elusive only because they take longer than expected to be achieved. Should the Mission decide to remove the job creation factor from the

concept, then what remains? As in research, if the hypothesis is not achieved, the learning experience is still valid. In the KRC/PPP context, the SpO team has realized that changing behavior in preparation for employment in inner city communities is a long-term process that is required before the desired results will be achieved. This does not negate the need for indispensable expertise to achieve the tasks.

The evaluation team did note a need for better communications between Mission staff and the PPP team on a day-to-day basis. The level of detail for overall program implementation strategy (Peace/Resource Centers, homework programs, skills training, sports, etc.) and documentation (sub-grant agreements, work plans, progress reports, PMP, etc.) needs to be increased and then discussed and explained to the implementing agency. This can be accomplished by increased participation by Mission staff through systematic documentation revisions, frequent meetings, site visits, financial reviews and convening of strategy sessions. In administrative areas where special staff knowledge is required for new issues faced, short-term TA (most likely from within the Mission) or onsite OJT with training objectives could be utilized. For example; the sub-grant agreement process used in the UAP can be replicated with KRC in working with NGO/CBOs.

Recommendations

1. The evaluation team recommends that USAID contract a PSC, preferably an expatriate, to function as a de facto Chief of party, to implement the following tasks: review, revise and approve KRC/PPP yearly work plan; assure proper hiring and staffing patterns for the KRC/PPP; design and conduct (contract out) an organizational personnel training plan; identify sub-grantees with expertise to implement project components; participate in the review process for sub-grant proposal agreements; design, according to USAID guidelines, sub-grant agreement documents; assist with the design, review and approval of KRC/PPP semi-annual reports and review Performance Monitoring Reports; offer onsite technical assistance to major program components (Peace/Resource Centers, homework programs, sports activities, computer labs, mediation, etc.) including sub-grantees; design and conduct ongoing training programs with the steering committee and the community management committees; promote communication methods with community residents and organizations including KRC/PPP implementers; devise/design a probable plan for project sustainability; and mentor the KRC/PPP manager to strengthen her capacity for project management.
2. KRC/PPP should hire a full-time staff person with a strong background in business/entrepreneurship development, i.e., Business Project Officer.
3. KRC/PPP, should consider entering into a sub-grant agreement with an experienced micro enterprise/small business organization to specifically focus on the Grants Pen and Standpipe communities. Such an organization should specialize in business training (production, marketing, pricing, bookkeeping, etc.), micro-financing and loan preparation, technical assistance follow-up, and would also have distinct private sector connections within Kingston. Such an arrangement would institutionalize relationships between the communities and the organization to ensure continuity after project termination.

4. KRC/PPP should enter into sub-grants a/o sub-contracts with more community counterpart organizations to complement areas where it lacks expertise. In this way, KRC/PPP can take advantage of other agencies expertise as well as operate as an institutional building entity for program continuity. These sub-grants could include but not be limited to SMF, Minister Fraternal, HACO, DRF, and others identified by KRC management.
5. USAID needs to systematically review the KRC/PPP Corporate Plan and the PMP on a report-period basis to compare attainment of project milestones with actual expenditures. This would offer the SpO team detailed and current information as an effective monitoring tool.
6. The KRC/PPP Management Team can facilitate the implementation of the many tasks by redesigning the type and level of work plans. KRC/PPP should consider placing into effect individual Project Officer weekly work plans that when compiled together would compose a complete KRC/PPP Management Team work plan. These work plans should include actions required by training providers, CBOs schools, clubs, etc. Project Officers should be responsible for monitoring the implementation of their sub-contract providers and reporting on their progress. Other management tools such as PERT charts, meetings and reporting by IR activities a/o creation of sub-committee plans should also be considered. Weekly KRC/PPP Management Team meetings should be held to report on progress made and problems encountered. The CTO or another USAID representative should attend these meetings to keep posted of current activities.

2. *Achievement of IR Performance Targets*

Findings

The inner-city communities being served under the Peace & Prosperity Project have special characteristics that were outlined in profiles developed by the GOJ's Social Development Commission. There are many similarities between Grants Pen and the Standpipe communities but some differences do exist such as size, level of violence, and social infrastructure with Standpipe being smaller and having fewer problems.

The most vulnerable group of crime-prone residents in these inner-city communities is males between the ages of 17-25. These young people face high levels of unemployment. Generally, they are not functionally literate, lack social skills and usually have attitude and behavioral problems that makes them unemployable. Even under these difficult conditions, KRC/PPP has placed 27 male residents as students in the EXED community college.

There are also a large number of females who are heads of households with low parenting skills and who were teenage mothers: they too are vulnerable. Many of these women support adult males. It is not uncommon to find males who are 43 years of age and who have never entered the work force.

At the halfway point of the project and with the above preface, KRC/PPP has accomplished the following results:

Indicator	LOP	Actual 12/31/02	% Completed	Remaining
New Jobs Created	360	35	10%	325
Businesses Assisted	60	30 ²	50%	20
New Businesses Created	15	0	0	15
Conflict Resolution Programs	12	12	100%	0
Residents Trained in Conflict Resolution	2460	1401	57%	1059

There is a feeling of urgency on the part of USAID for KRC/PPP to accelerate its pace in accomplishing the goals of the project. All stakeholders including KRC/PPP and USAID staff, as well as ex-KRC/PPP staff, agree that the reason for this is that there were many problems to be faced to break-into a community due to the exceptionally high crime rate and criminal element that had to be overcome. KRC even considered not bidding on the RFA because of the extremely bad reputation of Grants Pen. Upon initiating the project, KRC/PPP found a very high rate of illiteracy that was not noted in the original Development Options research. The sequence of events that caused implementation delays follows:

- Some job opportunities were identified by KRC/PPP but when they attempted to find residents to fill the positions they encountered people who could not read nor fill out forms. Other persons claimed to have diplomas a/o certificates but never produced them for interviews. Residents cited for interviews never showed up. The initial response from the communities for employment was dismal; people had little self-confidence and a poor mind set for the job market.
- KRC/PPP therefore had to address these obstacles of illiteracy, skills training, poor mind-set, motivation and self-confidence before they could send people to employment opportunities. Sending residents to interviews with potential employers was halted to avoid developing a reputation in the business community for sending applicants who did not have the skills to interview well.
- To deal with these issues, KRC/PPP conducted a community survey, including demographics, educational levels, skills, and interests, that would be used to initiate the prerequisite training programs. The survey took approximately 3 months to complete.
- The KRC/PPP team spent much time in identifying residents by selected skills and urging people to participate in a training course. Some residents just wanted to buy and sell things or to receive grants from the project. Therefore, the drive to get student participants was difficult. One failure was a course in which 25 persons enrolled and only two appeared for the first session was particularly disheartening. This was a time consuming process that is part of the overall delay in project progress.
- From start to finish, the sub-contracting process for training takes anywhere from 4 weeks to 4 months. Once an area of training matching resident's interest is identified, the process to seek-out and contract a service provider begins. KRC/PPP, following USAID regulations, conducted competitive bidding by seeking out at least three proposals (ref: Section 3, Training).

² Information is not disaggregated by community, improved efficiency and number of new businesses. Indicates a two day course.

- Once this cycle is complete, the KRC/PPP staff has to follow-up with participants to motivate them and to assure attendance.

The above process requires a great deal of KRC/PPP staff time, but did not require expending large amounts of project funds. This is how the first nine months of program activities were expended. Most stakeholders believe that with this groundwork the project is now ready to have its intended impact on the specified targets.

All stakeholders involved in the KRC/PPP have noted that along with attaining the specified IRs and corresponding indicators, it is necessary to face and resolve enormous obstacles that include: acceptance of a new program in a hostile community; overcoming literacy deficits; the lack of social skills; the dire need for basic infrastructure programs; the low level of self-esteem of the residents; a lucrative drug trade; a political tribal mentality; and communities that require major cultural and educational transformation of values. The Grants Pen community is volatile and can explode at any time. There is also a hardcore criminal element in the ghetto that needs to be dealt with by the police.

It is the universal opinion of the implementing CBO counterpart agencies that a comprehensive approach is required to realize the SpO of employment generation and in turn, to achieve significant impact in the target communities. Therefore, the KRC/PPP has developed a database in both communities that collects demographic data as well as the interests and preferences of the residents surveyed.

In recognizing the project's dilemma in not being able to achieve relative success in increased employment and entrepreneurship, KRC/PPP hired a business consultant who started in January 2003 to implement strategies to positively impact IRI. She has a six-month contract ending on June 30, 2003. Her overall goal is to assist businesses, new or existing, in becoming and remaining viable. She has been charged with accomplishing four deliverables:

1. To provide assistance to 40 existing businesses in the community
2. To help establish 15 new businesses
3. To place residents in 100 new jobs
4. To establish 2 business information centers

To date the consultant is providing ongoing assistance to 18 business owners, while continuing to identify additional businesses. The services she's providing are individualized and include, though not limited to: an assessment of current status—giving business owners an accurate picture; an examination of bookkeeping practices; an assessment of satisfaction with current status, i.e., the direction the business is moving in; to aid in exploring ways to make the business more viable; to aid in determining the need for, identifying, and obtaining additional financing; and assistance in developing business plans.

In regard to helping establish 15 new businesses, the consultant has identified and begun discussions with 4 budding business owners. The consultant will assist them with some of the same services as above, along with information on how to start and operate a business, financial management, and pitfalls, etc. Additionally, she is to place 100 residents into new jobs. Due to the present economy in Jamaica, she admits that this will be her biggest challenge. It is her understanding that many companies are not hiring right now and a significant number are laying

employees off and have also started to contract work out. In fact, many of the 60 companies that previously agreed to provide employment for project residents have backed away from their commitment due to redundancy. However, the consultant is aware of the success of the job placement skills bank program that the police are implementing and does have plans to talk with DSP Thompson to determine how they can work together. The consultant stated that if the police program is stronger and could handle the additional capacity she will refer KRC/PPP's clients and database to the job skills bank program that the police are implementing.

The consultant is also developing plans for establishing the Business Information Centers, which will be housed within the Peace and Resource Centers. In addition to the business center concept of providing support services, such as computer and printing capabilities, copying, and a temporary workspace, the Centers will provide mini-workshops and other business development services. The consultant is also seeking to establish within the Centers, a more formalized employment service.

It is important to note, as cited in the Performance Monitoring Plan (PMP), that the bulk of employment placement activities are targeted for the 3rd and 4th year of the project. That is to say, in 2003 they targeted 180 job placements and 100 in 2004 out of a total of 360 over the LOP. This means that approximately 78% of all job placements were targeted for the last two years of the project. According to the PMP, KRC/PPP targeted 20 job placements in the first year of the project, of which they placed 10 and they placed 25 in year 2, instead of the targeted 60. Overall, for the first two project years, KRC/PPP had a 44% rate of success in job placement activities.

Also, out of a total of 60 micro and small businesses assisted and created over the LOP, no targets were proposed for 2001, fifteen for 2002. In 2002, KRC/PPP provided assistance to 30 business owners, of which four were referred to financial institutions for credit. Of the four, 2 persons received credit. Thus, 75% of the project's targets for micro and small businesses assisted and created were proposed to be completed in 2003 and 2004.

KRC/PPP has successfully achieved a number of project activities designed to improve community capacity under IR 2: Conflict Resolution:

- ▶ The Peace and Resource Centers have been established to serve as vital community-building resources within their respective communities. The activities of the two Centers are further discussed in Section 4, Peace Center/Resource Center Operations.
- ▶ Five, 1-day Conflict Resolution Training events were conducted for 287 residents by the DRF, who also provided a special 2-day workshop for the seventy-eight 9th grade students at New Day Primary & Junior High School. Weekly conflict resolution workshops were conducted for 71 sub-committee members and community representatives by Dr. Wendel Abel and Sistren Theatre Collective also provided an additional conflict resolution workshop for 24 participants.
- ▶ A 6-day Mediation Training was conducted by DRF with 16 KRC/PPP staff, community leaders, and residents participating.
- ▶ Two-hour, weekly Group Counseling sessions conducted for the carpentry trainees at the Stella Maris Foundation. These sessions are held to address behavior problems, including lack of discipline, poor attitudes, and inability to resolve conflicts effectively. Dr. Wendel Abel, Consultant Psychiatrist and his team are presently providing this service to the second

group of carpentry trainees and to the all male participants of a new literacy program at the Resource Center in Standpipe. To date, this service has been provided to 53 participants.

- ▶ Six Homework Centers have received support ranging from physical infrastructure upgrades to the provision of computers and supplies, including literacy software. Currently, these centers are serving approximately 80 participants.
- ▶ Peace and Love in Schools (PALS) is being implemented at New Day Primary & Junior High School. To ensure integration of PALS methodology into lesson plans, PALS trainers provide continuing education for teachers, along with regular classroom visits. In addition, parent sensitization lessons, provision of curriculum materials, a peer mediation program, and program evaluation are being provided. 650 students in grades one through six and 44 teachers have received PALS training.
- ▶ One Literacy Training program has been established in each community with a total of 52 participants. The program in Grants Pen is facilitated by a Special Education Specialist employed by KRC/PPP part-time and the JAMAL Foundation is providing services in Standpipe.
- ▶ Assisted in implementing the National Peace Day Concert and a community Sports Festival in 2002 at the New Day Primary & Junior High School. Conflict resolution skills awareness was incorporated into the Sports Festival through a performance by the Sistren Theatre Collective. These events were designed to unify the community and an estimated 500 people participated.
- ▶ Support in the form of establishing a Drum Corps is being provided to strengthen and sustain the Cub Scout program in Standpipe and to a Cub Scout program in Grants Pen. There are 68 boys participating.
- ▶ A Music Program with a conflict resolution skills building component has been established at the New Day Primary & Junior High School.
- ▶ A Computer Lab has also been established at the New Day Primary & Junior High School designed to serve as a training facility for both students and residents of the Grants Pen community. Residents who complete the program will receive joint certification from NCTVET & KRC. Currently, 28 residents are participating.
- ▶ In an effort to further empower each community to address their respective problems and concerns in a structured way, Community Management Committees were established in both communities to identify needs and work in conjunction with KRC/PPP to plan and implement initiatives. It is thought that this will further strengthen their capacity to provide governance and to manage community-building activities beyond the life of the project. The committees comprise of business and community leaders, CBO representatives, members of clergy, members of the Jamaica Constabulary Force (JCF), and the Social Development Commission (SDC).

Additionally, other services have been provided or are planned to aid the achievement of IR 2: Conflict Resolution, such as:

- ▶ The development of a long-term contract with DRF to provide additional conflict resolution activities and training.
- ▶ The establishment of 6 new uniform groups, to include Girl Guides, Brownies and Cadets. Currently, 15 adult females are being trained as group leaders and KRC/PPP is in the process of recruiting males for this role as well. Additionally, the project is seeking to revive the Future Kids program at St. Margaret's church and develop a cultural program to be implemented by EXED Community College.

- ▶ A music program and computer lab is under development for New Providence Primary School.
- ▶ Assistance to strengthen the two Homework Centers in Standpipe. One is operated by Providence Outreach at New Providence Primary and the other is at St. Margaret's Church.
- ▶ The management committees in both communities are proposing to conduct community-wide events, i.e., Peace Concerts, Cultural and Sports Festivals. In Grants Pen they are seeking to make the Sports Festival an annual event.
- ▶ Upgrading the 3 Playfields and to develop a sport events sub-committee to devise plans for utilizing these fields.
- ▶ A specialist has been contracted by KRC/PPP to conduct a needs assessment and to develop a proposal for upgrading the Basic Schools in Standpipe.
- ▶ Implementation of an Education for Change Program, i.e., YESS/NET, PASS, Technical School Equivalency Program.
- ▶ Fostering continued police involvement on the Steering Committee, as well as in community events and activities.

In considering each individual program or initiative, KRC/PPP is well on its way to surpassing the target indicator/measurement of developing 12 sustained conflict resolution programs that provide residents with mechanisms for utilizing alternative conflict resolution techniques. The Project is also on target to accomplish the indicator/measurement of 2460 residents trained and engaged in sustained conflict resolution programs. Excluding the daily contacts made by the Peace and Resource Centers, and the community-wide events, the project has provided conflict resolution training and program services to approximately 1451 participants and has already established 12 initiatives, which amounts to approximately 21 individual programs. They include: the Management Committees; the Peace Center; the Resource Center; a Computer Lab; a Music Program; Uniform Groups; Literacy Programs; a PALS Program; Homework Centers; a Group Counseling Program; Mediation Training; and Conflict Resolution Training.

Reports from KRC/PPP to USAID are full of data and useful information that generally meet most requirements. It is noted that much thought and preparation is put into the semi-annual reports. However, information related to program activities - targets achieved, is not disaggregated.

Conclusions

KRC has made significant progress in completing every IR performance target except for new jobs and businesses created. Recently, KRC/PPP recognized this issue and hired a business consultant to address it. The business consultant has the ambitious task of trying to accomplish in six months what the KRC/PPP could not do in the prior year and a half. However, the consultant is confident that she will be able to significantly impact IR1 by June 30, 2003. There remains the question, "what happens after that?" KRC/PPP management has so far not sufficiently addressed the need for future plans and goals beyond June 30. In other words, if present staff were not capable of reaching these targets prior to hiring a consultant, what is to assure that they will be able to build on her efforts after her contract ends? Even if the present staff proves capable of continuing the efforts of the consultant, it is not clear whether their present experience and background will put them in a position to do more than maintain the status quo. In addition, KRC/PPP needs to give greater attention and focus to developing and working toward long range goals.

Since it is a long-term process to attain behavioral change and to revitalize an entire community, the Peace and Prosperity Project must be implemented in several phases. The first phase, sensitization, is presently being conducted by KRC/PPP. It involves acceptance and trust via tangible evidence and visible results affecting residents. The economy is stagnant and a very limited job market exists. There are many organizations (NGOs, CBOs, schools, government agencies, police, churches, etc.) with a presence in the community. Many committees and councils are formed to assure resident participation and representation. However, in the process of creating involvement, layers of bureaucracy have also been created that are causing implementation delays that in turn frustrate the intended beneficiaries. Although late in coming, KRC/PPP is in the process of addressing and coordinating many of the needs of residents with a variety of different activities among the established entities including literacy training, sports programs, skills training, homework programs, computer classes, uniform programs, etc.

The KRC/PPP team has done an outstanding job in conflict resolution and in identifying community problems. The staff is most astute in assessing the political and social roles of distinct groups and persons. Without such knowledge project implementation would have been based on trial and error and progress would have been slower as a result. KRC/PPP has been effective in responding to felt and real needs of the communities. These factors are laying the groundwork for impact to be achieved at a future date. Residents can walk into the Peace or Resource Centers to sign up for a program and receive services regardless of political affiliation.

In a pilot project located in a ghetto environment that has to overcome major obstacles, the leap from sensitization to completion of a difficult objective such as employment generation and business creation is great. Therefore, based on the above information and actual performance to date, it is probably unlikely that the target of obtaining employment for 360 persons by LOP will be completed. For the record, the evaluators note that KRC/PPP management insists it can be accomplished with the help of a business development consultant.

Finally, KRC/PPP reports can be improved and simplified to save staff time by following the Performance Indicator Reference Sheets found in the Performance Monitoring Plan for the SpO. A simple matrix would present important data at a glance. Additionally, stakeholders and other concerned parties should be able to call the central office and get very specific, though basic information on every program that is being or has been implemented through the project fairly quickly and with minimal effort. Project staff should not have to consult a multitude of sources before requested information is obtained.

Recommendations

1. USAID should allow KRC/PPP to continue its high aims of creating 360 employment opportunities by LOP and coordinate KRC/PPP's efforts with that of the jobs skills bank program that the police implement. New yearly minimum goals for project years 3 and 4 should be established while keeping the present goals as an upper limit.
2. KRC/PPP should seek-out or create a job placement agency with a database for hotel workers, tourism, trades, professions, information technology, etc.
3. KRC/PPP should develop a strategic plan for future growth and sustainability with specific targets, time lines, identify skills needed to accomplish identified tasks, etc. It

would also be useful for a suitably, identified staff to work in conjunction with the consultant in somewhat of a protégé capacity.

4. As a means of tapping a natural resource within the two communities while providing income opportunities at the same time, KRC/PPP needs to creatively develop an innovative entrepreneurial project. For example: Creative Enterprise Studio (CES) is a community-based arts program designed to provide participants the opportunity to explore their potential through the "*creative process*" while developing entrepreneurial and employability skills.

A detailed description of the CES model is presented as Annex F to this evaluation.

5. KRC/PPP needs to incorporate a new system within their central office for collecting and reporting data on program activities. It does not have to be complicated, but a simple matrix with disaggregated data could be presented in a clear and concise manner, which could easily be updated on a monthly basis. Whatever format is decided on, all staff must utilize the same reporting mechanism for logging information from the field and for submission to the central office.

3. *Training Component*

Findings

The methods of selecting residents for training and the training providers are as follows:

- a.) A community database is functional that gathers information on residents which includes demographics, educational levels, skills, literacy needs, and areas of interest. More than 1,500 residents have been entered into the database.
- b.) The PPP team looks at the residents' needs, interest and skills in the database and compares them with information provided by HEART/NTA on market demands.
- c.) A training course is identified and developed taking into account residents' interest and needs and based on market demand.
- d.) The most experienced and skilled training providers that meet HEART standards and criteria are sought out.
- e.) RFA letters are sent to each potential training provider requesting technical and cost proposals.
- f.) The KRC/PPP Project Officer conducts an initial screening of proposals to compare course outline vs. curriculum set by HEART for the industry and a cost analysis.
- g.) Site visits are made to those providers who have met the basic criteria and passed the first screening process.
- h.) Three proposals (where applicable) for each course are submitted to the KRC/PPP executive committee with recommendations for decisions. The committee is comprised of the KRC Executive Director, Deputy Director, and KRC/PPP Project Managers.
- i.) KRC/PPP then enters into a contract that includes costs, deliverables, payment schedules, terms of references, etc., with the successful provider.
- j.) The process from RFA to contract award takes an average of four weeks. There are also specific customized courses provided by JAGAS and EXED that are sole sourced due to their unique specialties and capabilities.

Primarily, students are graded by each provider in the technical areas covered and by student attendance. Provider reports are very detailed including special needs of students. Project Officers conduct site visits to providers and observe output. Special literacy sessions are imparted to some 40% of the trainees while other students go on to advanced courses. Still others intend to open small businesses.

A few observations and examples from the training programs follow:

- KRC/PPP contracted HEART/JAGAS to design a special program for Grants Pen residents that included welding, fabrication, and wheel alignment. However, due to the complexity of the equipment/computers it was hard for those with low literacy to comprehend the information. Some of these participants either did not know how or had a very difficult time reading a 12" ruler.
- In regards to training, it was found that females performed much better than males, partly because it did not take them as long to transform their attitude to suit the new environment and they were much more persistent in their quest to achieve. It was deduced that perhaps this had to do with their family responsibilities in regards to raising children—they had a vision that went beyond the present, in terms of where they saw themselves going.
- Working with KRC/PPP has been a challenge for the HEART staff. This is a very different population than they normally teach. But, it has been a learning experience for them and they look forward to continuing their partnership with KRC/PPP. HEART found that it was hard to fit the residents from the Grants Pen and Standpipe communities into their standard format, but have redesigned curriculums to fit the needs of these participants. HEART prefers to have a group of 15 from the KRC/PPP to start at the same time, so they comprise a class within themselves. If HEART gets fewer than 15 students from KRC/PPP, they have to mix this group in with another group of students (the norm), which does not work for either group. The KRC/PPP participants tend to exhibit more behavior problems, presumably due to low self-esteem resulting from a multitude of issues, some of which are cited in this report. HEART also stated that when they offered the classes earlier in the day for KRC/PPP residents (9 a.m. -1 p.m.) the participants seem to perform better. Indicating that participants are more alert in the earlier hours has also proven to alleviate some concern on behalf of those with young children in regards to being home when their children arrive from school or having to pick them up after school.
- Some of the problems HEART has faced in regards to the KRC/PPP recruits are evidenced by an overview of the attendance records for 20 participants taking their Welding Certificate Program (54 hours): three people attended 90% of the time; four 80%; four 70%; four 60%; one 50%; and four 40% or below. Often, a participant's attendance is directly impacted by some event within the community, such as curfews, a political campaign, etc. Residents who succeed and move on to advanced training programs usually have an employment history or have achieved a higher educational level.

- HEART/GARMEX provides drapery and upholstery classes, along with interior decorating training and has been working with KRC/PPP for two years. These skills are in high demand and the residents are very enthusiastic and work well together. GARMEX continues to see repeat involvement from participants desiring to learn the different skills. Of the fourteen participants from the KRC/PPP two are male. There were four participants in interior decorating, five in upholstery making, and five in drapery making.
- In considering occupational standards and models of employability, the skill and academic levels of the residents from the two communities participating in these training programs are consistently below standard, i.e., low literacy rates. Furthermore, it was said that although KRC/PPP is doing a good job in trying to help these young people, it proves to be a very difficult task, because, unfortunately the KRC/PPP participants are just not prepared to enter the workforce. HEART has found that 50% of these participants will advance to a higher level, if they stay focused. That is to say, staying focused or committed through the duration of a long training course.

It must be noted that if the training does not work out for a particular resident, KRC/PPP continues to work with that person. This leaves residents feeling that society has not totally abandoned them. It keeps hope alive for them. While HEART provides placement services for full-time students only, KRC/PPP does attempt placement for all participants.

Conclusions

The training component of the KRC/PPP has taken on extreme importance as a prerequisite to completion of IRs and indicators for employment and entrepreneurship. It is also seen as a tool for community sensitization and a means of tangible benefits for residents. Although the specific impact on job creation is not immediately visible, other benefits that are acknowledged by the recipients include increased literacy and positive behavioral changes. The fact of developing literacy skills for an adult changes the entire outlook and lifestyle of that beneficiary and is lauded by family and fellow citizens. These program spin-offs are important to inner-city residents and produce a positive image for KRC/PPP, and USAID. It is the beginning of building individual and community pride that should not be underestimated.

The methods of selecting residents for training are appropriate. The methods of selecting training courses and training providers are also appropriate. The quality of training and the subsequent impact as stated above is impressive. However, not every graduate of the training program can be guaranteed a job.

KRC/PPP may need to consider some creative approaches to capitalizing on the training residents receive, and in light of the economy, provide opportunities for community residents to gain valuable work experience and earn an income at the same time.

Recommendations

1. KRC/PPP should initiate a program of internship with the private sector, including organizations who could hire graduates of the training program.

2. KRC/PPP should consider developing an apprenticeship/internship program of a specific duration, within the greater Kingston business community by identifying at least twenty (20) business partners that meet the general interest/skill areas of the targeted communities. These apprenticeships/internships could provide residents the opportunity to gain real "on the job" experience in a job interest area of their choice. The apprenticeship would include a stipend paid by KRC/PPP. To be considered for an apprenticeship, residents would have to meet specific requirements determined by KRC/PPP. For example, these could include successful (determine level of evaluation) completion of a training course; completion of at least a twenty-four (24) hour job readiness training class (to include, though not limited to: communication skills; work site expectations; assessing and knowing one's skills and abilities; building a resume/bio; grooming; and attitude); and interviewing for the apprenticeship position, even if there's only one person with that particular interest/skill set. In working with the employers this interview process would be based on information gained from the job readiness training class and basic skill level. The idea is that residents must make a commitment, thereby giving something to the process. There should not be an expectation by the residents that they would only have to show up assuming everything else would be done for them.

Another potential benefit is that the offer of an apprenticeship/internship provides an immediate reward for those who have given significant time and effort to a training course without guarantee of a job upon completion. It also offers a viable goal for those considering a training course or who have just started one. Additionally, KRC can utilize the new business partners to present segments of the job-readiness training - offering sessions on *what to expect at the work site and qualities and skills employers look for in employees*.

3. The KRC/PPP should begin institutionalizing its own business projects that seek to hire residents as employees, even if initially they are only paid a stipend. For example:

- PartnerShops are a unique type of franchise. Independently owned and operated by community-based non-profit organizations, PartnerShops offer supportive employment and job training to people who may face barriers to employment. PartnerShops help people develop the skills they need to build their way to better lives.

Ben & Jerry's PartnerShop Program is a key part of Ben & Jerry's Ice Cream social mission. Building on a traditional ice cream scoop shop business model, participating non-profit organizations create and operate franchises that provide employment and training opportunities for the people they serve. Ben & Jerry's Ice Cream support these social-purpose businesses with start-up and ongoing management assistance.

Ben & Jerry's is an extremely popular and very successful gourmet ice cream company. The evaluators shared this information for the idea, not to suggest that KRC/PPP should partner with specifically Ben & Jerry's Ice Cream. However, in viewing their website (www.benjerry.com) it does not appear that Ben & Jerry's have franchises in Jamaica. However, there are other franchises and other potential business opportunities in Kingston.

- An Herbal Gardening Project. The herbs grown would be based on an assessment of the restaurants in the Greater Kingston Metropolitan Area and the herbs they use in preparing their respective menus. The assessment would also ascertain the restaurant's interest in purchasing herbs from a community-based, social development project geared to training and hiring local residents who will otherwise be unemployed to garden and manage the business with professional assistance.
 - Community Beautification and Uplifting Projects. The renovation of play fields is already part of the project work plan. However, the effort might be modified to foster job creation in the communities. After the leveling and other major work is completed, KRC/PPP could design a program in conjunction with the landscaping contractors to hire residents as apprentices to aid in landscaping designs, planting flowers, shrubs and trees, and painting, etc. There are other projects within these two communities that could be considered for apprenticeships, i.e., mural projects, where residents would work in conjunction with a hired reputable local artist to do tiling or work in other media.
 - Dressmaking. To develop a sewing/tailoring manufacturing shop (30-50 sewing machines). KRC/PPP could manufacture school uniforms, particularly since they are required dress for all students and "dance hall fashions" for those youthful night club goers and those that value contemporary fashions, etc.
4. KRC should consider a line item in its budget or set aside program funds for stipends to make an apprenticeship/internship program more viable, particularly in light of the Jamaican economy and the requirements of their present contract with USAID and its current requirement for employment creation remains. Considering KRC's relationships with various donor agencies they should be able to solicit funds in this regard.
 5. When recruiting residents for training programs that HEART/JAGAS will provide, KRC/PPP should wait until they have a group of at least 15 participants. This will allow HEART/JAGAS to train them as a homogenous stand alone class whose participants have similar needs and whose skills are at a similar level.
 6. Offer to the community an extensive (40 hours) job readiness training program that has a strong *"You, Incorporated"* focus. This program concept encourages participants to view themselves as a business whose product (themselves) they are selling to the world. We all have natural attributes that can be enhanced with effort. Through this course participants will learn, understand and incorporate vital concepts that will aid them in becoming a very attractive, therefore sellable product. Traditionally, the Four "P's" of Marketing a product are: product; placement; price; and promotion. In this program concept, individuals are challenged to apply the above marketing concepts to selling themselves to a potential employer: 1) Product - to identify attributes and deficits, attitude and behavior adjustments, etc.; 2) Placement - to identify interest/skill set and those related organizations, people, and other opportunities for channels of distribution; 3) Price -to identify appropriate wage, salary, etc. and level of commitment and conviction to becoming more marketable; and 4) Promotion - completing applications, building resumes/bios and other communications, grooming, training, interviewing, etc. The above concepts are then complemented by the New Four "P's" of Marketing, which are:

1) Power - the power of communication, a striking or compelling visual, spoken or written word, a communication that creates interest: 2) Passion - to be passionate about and have a conviction for your work, interests, learning, about life in general: 3) Perspective - is the ability to see things in their proper relationship to each other. What are the general economic conditions and how does that impact me? What are my compelling attributes? Why should someone care about hiring me? Other concerns: 4) Persuasion - is the ability to "induce someone to do or think something." The more credible the person is, the less information they need to supply in order to persuade someone.

The aim of this kind of program is to enhance life skills, promote positive attitudes and proactive behaviors that will assist participants in achieving success. It should incorporate communication, problem-solving, decision-making, and goal setting skills and help participants gain insight into their own behavior patterns, which aids or hinders their efforts to reach their goals.

4. *Peace Center/Resource Center Operations*

Findings

A. Grants Pen

The Peace Center was officially opened in January 2002 with the purpose of serving as the hub for community building and conflict resolution. The Center is regarded by community residents as a neutral ground accessible to all (a reference to the two political parties and their respective supporters, which historically have literally divided the community) and offers services in counseling, conflict resolution training, mediation, personal development, skills training, employment, and small business development. The Center is also used as a meeting place for various community groups. The staff consists of two Center Managers and a Community Officer, who is a resident. They respond to residents who are walk-ins and wish to sign-up for programs. These persons are entered into the KRC/PPP database. Center staff also provide training referrals, approve and control transportation costs, supply uniforms, books and materials for student participants. Some 400 residents have used the centers for skills training, job hunting, conflict resolution, sports, and small business assistance. Each person entering a program is given a one-day conflict resolution sensitization lesson.

All Peace Center staff are trained mediators. One Center Manager conducts mediation activities onsite and on the streets as well. However, due to the informality of these street interventions, he does not record them. An average of two to three mediations are performed monthly, mostly domestic violence with follow up home visits. A Grants Pen Project Management Committee has been formed for greater community representation and is comprised of residents, community clubs, churches, police, schools, etc. The committee has an intrinsic role of supervising the programs of the Peace Center.

The Management Committee has submitted a proposal to KRC/PPP to implement a Sports Festival designed to promote camaraderie and community cohesion within Grants Pen. A sports committee has been organized and if approved, they are planning to make this an annual event.

The Peace Center serves as a resource for recruiting residents for employment and job readiness skills training opportunities, which is mainly implemented by HEART. KRC/PPP does develop contractual agreements between all of their service providers, as well as providing uniforms, books, some clothing items and transportation for trainees.

When asked, what he would like to improve about the program, the Center Manager stated the need to develop:

1. programs in positive parenting skills, including child management skills;
2. a prevention program that targets young girls who are at risk of teen pregnancy;
3. a Boy Scouts in schools program to enhance those already existing programs to include issues of discipline and drug abuse;
4. programs that empower residents to take charge of their lives, and
5. enhancement of the feeding program at Providence Church.

The police value the role of KRC/PPP and the Peace Center within the community and even refer a/o defer to them cases not necessarily warranting arrest. Due to their mutual respect, KRC/PPP facilitated an intervention between the residents and police that markedly improved community-police relations.

B. Standpipe

The goal of the Resource Center is to get the youth of the community off of the streets and into constructive activities that occupy their time and are geared toward expanding their horizons, developing their potential and providing opportunities for educational advancement and employment placement.

The low literacy rate within the community was the first problem the staff faced upon opening their doors. The residents talked about the stigma of not knowing how to read and their pressing need to overcome that obstacle. The Resource Center responded by developing a remedial program designed to aid residents in learning to read. This strategy is tied to their conflict resolution objective and the program presently has thirty participants and growing. The majority of these participants are male with only four females participating. KRC/PPP has contracted with JAMAL to provide the educational remedial services.

A CD Rom reading program has been ordered to aid these residents in their plight, which will also provide them the opportunity for computer training. The Resource Center presently has five computers and is awaiting nine additional units, which will fully outfit their computer-training center. Once all computers are in place, they will also offer a comprehensive computer-training program for community residents.

When asked, how he knows if the remedial program is having an effect, the Community Officer stated that the participant's self-esteem has increased. He sees evidence of participants incorporating discretion in their behavior. They are arriving earlier to class and doing or reviewing their school work; they are sharing more with others and taking the initiative to sign up for other skill training programs.

The Senior Project Officer is a trained counselor and the Community Officer is a trained mediator, and offer mediation services through the Resource Center. However, the Resource Center has yet to receive a request for mediation due to the fact that the community has proven to be peaceful and safe.

Residents are informed of the various programs being offered through flyers disseminated throughout the community. However, residents have been slow to get involved. Along with the three Basic Schools, New Providence Primary School, and the Resource Center, there are essentially three other community organizations in the Standpipe Community. They are the Liguanea United Sports Club, HACO, and Providence Outreach Program. The police are also directly involved in KRC/PPP through their work with the Drum Corps and uniform groups. The above organizations, along with community residents, have formed the Standpipe Interim Management Committee to oversee the implementation of the KRC/PPP; this should serve to produce greater involvement of residents.

Conclusions

Residents who approach either the Peace Center or the Resource Center with requests for assistance accept these Centers as a community resource that previously was not available. It is a new function in both communities that will experience growing pains as they progress due to the extensive and complex activities each encompasses. Community needs are limitless and the Centers cannot and should not attempt to fill them all. There is a tendency to avoid refusing community requests when obvious needs are so apparent and readily justified. This is an error into which inexperienced center managers can easily fall.

The Centers have been able to maintain political neutrality, which is a major accomplishment in this volatile environment. They operate as coordinating entities that are accepted by the residents. The staff is seen as being residents even though only two of the five are so in reality. The Centers staff is basically young with limited project implementation experience. Inexperience is readily noted from reports filed on a scattered basis between short monthly activity reports, specific meeting memos, and incident reports.

Center effectiveness can only be measured by feedback from community groups, counterpart organizations, the police, the private sector and the person on the street. An example garnered is that the police now call KRC/PPP staff to mediate and resolve disputes that are not violent. This service was not accessible prior to KRC/PPP. The Peace Center and Resource Center appear to have had a definite stabilizing effect in the community as indicated by residents and representative groups. However, the Centers are not as responsive as they could be due to staff limitations and lack of experience.

Recommendations

1. The Peace Center and Resource Center staff requires training in project planning, implementation and management, including report preparation and the value of documenting all interventions and contacts. If for no other reason, having proper documentation will certainly provide a fuller picture of services rendered, utilization of staff time, identification of community needs, and possible impact. Follow-up could be

provided to determine impact or sustainability of intervention and the retention of information/skills imparted.

2. KRC/PPP needs to develop a strategic plan for the Peace and Resource Centers. There should be a separate plan for each facility. Strategic planning is a process by which organizations seek to identify goals, objectives, and action steps so that optimal results in terms of efficiency and desired impact can be achieved. A strategic plan helps to clarify future direction by involving key stakeholders in prioritizing activities and decision-making. As an outgrowth of the visioning process, an organizational mission statement will need to be developed. This is a focal point that defines, in broad strokes, how the organization will achieve its vision and serves as a foundation from which goals, objectives and action steps are developed.

Goals, objectives and action steps form the nucleus of the strategic plan and provide a bridge between the strategic and operational levels. While goals are comparatively broad, objectives are more focused and action steps specify in very concrete terms responsibilities and timing. Goals are statements of organizational purpose that remain constant over time, whereas objectives and action steps are tested, tried, completed, modified and even abandoned over time.

3. The Peace and Resource Centers should offer other services related to mediation/conflict management and resolution to the community that would be proactive. They could include workshops, general discussion groups about issues related to conflict in the world, families, and within communities that could build a better general understanding of the topic, while developing a rapport with the community and allowing them to become acquainted with the Center and its staff. This not only holds true for the conflict resolution component, but for every other way the Center carries out its work there.
4. An effective communications plan needs to be developed in order to keep all stakeholders apprised of the various activities, while constantly informing the larger Kingston community of what's happening in Grants Pen, i.e., PSA's, a newsletter, press releases.
5. The communication mechanisms between all stakeholders within the Stand Pipe community need to be greatly improved, and they need to be extremely conscientious about making sure that all agreements are fully understood between all parties involved, provide full disclosure and assure consistency of information shared.

5. *Receptivity of residents to the assistance being provided.*

Findings

Those persons who are aware of the KRC/PPP have been very receptive of the assistance being provided. However, not all residents in both communities are completely aware of the project. There is still a large portion of community residents who need to be informed of what the KRC/PPP is and what services are being offered. There are more female participants than males because males just like to "hang out". It is also a matter of pride that at the end of a training program, men might be paid less than women and that would hurt their macho image.

Certainly the KRC/PPP has been implementing numerous activities and services throughout the past year with many residents participating. The residents appear to feel good about the KRC/PPP, because they have seen positive changes within their communities since the implementation of the project. They seem to know that it takes time and are encouraged by what they have seen so far. They know that the community did not become what it is over night and lasting changes will not be evident over night. Some residents have emphatically stated that the Grants Pen community is far better off today than it has been for a long, long time. Others talked about how the project has brought hope into their lives like nothing before.

Even the Principals of the New Day Primary and Junior High School and Providence Primary School reports lower hostility among youth, increase in parental involvement at school, and an increase in the self-esteem of students as a direct impact of the activities being implemented by the KRC/PPP, such as conflict resolution sessions that also address other life issues. The information cited below indicates the desire and capacity for change on the part of residents, as well as a good example of the many activities developed, supported or augmented by the KRC/PPP.

- ▶ Recently, eighteen residents graduated from Stella Maris Foundation's woodworking program. While going through this six-month program they also participated in group-counseling sessions to address issues related to behavior management and conflict resolution.
- ▶ New Day School initiated a Computer Lab where twenty-eight community members are presently being trained.
- ▶ The Resource Center in Standpipe started a remedial education program to encourage youth who have dropped out of school to return; there are thirty youth in this program.
- ▶ As a result of peer mediation training at New Day Primary and Junior High School, older students have started showing up on their own, during the morning school hours, walking around the play fields and premises helping to resolve disputes.
- ▶ Twenty participants started and completed the nine month Cosmetology Level I, certification training. Successful completion gives participants the credentials to obtain employment in the field. Furthermore, seven participants decided to enter the eleven month Level II, certification training program, which upon completion will give them the credentials to work on their own and supervise others.

The Level II Cosmetology class had knowledge of the overall mission or goal of the Peace and Prosperity Project and many of its activities and services. Specifically, they were able to talk about the activities of the Peace and Resource Centers, the community management committees, the conflict resolution programs and training. At least two of these residents attended a one-day conflict resolution training and talked about the positive impact of utilizing the skills in their interpersonal relationships. One participant attended what she described as a two-day entrepreneurial training, and others further knew about the resident skills bank and the many skill/employment training opportunities, as well as the possibility for employment placement.

Residents knew how the job skills training program fits into the overall scheme of the Peace and Prosperity Program. These participants were also realistic in regards to their expectations for employment after completing the skills training program; all of them had an alternative plan.

Currently, two of these participants style hair out of their homes or within the community for family and friends, and will continue to do so. Another is working at a fast food restaurant on weekends and will continue until something better develops. All three of these participants will seek to be employed by a salon after completing their certification. However, the one participant that is styling hair out of her home right now has plans to eventually grow that business into her own salon. She is already working with the KRC/PPP business consultant, who serves as a mentor and is helping her with a business plan and with other considerations.

A focus group was conducted in the Grants Pen community consisting of those residents who have benefited from the KRC/PPP directly and other community members. There were fourteen people in attendance who openly expressed themselves and had very positive things to say about the project that is echoed throughout this report, including the things they suggest improving.

All of the residents interviewed were grateful for the KRC/PPP and the opportunities that have been afforded the community and at the same time they realize that many people are not taking advantage of the opportunities, which is why they encourage theirs peers to get involve every chance they get. Residents clearly see the project as helping them as individuals and uplifting the community as well. Several residents talked about there being lots of improvements, more peace and unity within the community even across political lines since the implementation of KRC/PPP. Still others echoed that political tensions were less and people generally have more consideration and respect for one another. Residents related knowing that the community needs to take responsibility for uplifting itself. Others can provide opportunities, but individuals within the community must have the desire to utilize the opportunities for personal growth and development, which can only make the community a better place to live.

Homework centers have been established in many churches within the Grants Pen/Barbican community, with a sports program component that focus on changing the attitudes of participants. The homework centers average between 30-50 participants, three to four times a week and they have recruited volunteers from the community to serve as teachers. According to the Ministers Fraternal, the response has been thrilling and the homework program has helped to re-establish the spirit of service to and involvement in one's community.

According to DSP Thompson of the Jamaica Constabulary Force, there has been a marked reduction in crime—gun violence and murders in the Grants Pen community. Approximately two years ago, there was at least one shooting a day. Now, it has been about two months since the last shooting. He went on to state that the KRC/PPP has had deep sociological impact within the community beyond their expectations. It has already brought people together across group lines, unlike anything before, and residents have witnessed and are participating in a number of activities that has helped them realize that they do have options. People have begun to get a better sense of their own worth and therefore are thinking more about personal development.

When asked, how would he rate the level of safety within the Grants Pen community, using a scale of 0 to 10, with 10 being extremely safe, DSP Thompson rated it a seven. Two years ago, he would have rated the safety level at zero and did not send a lone car into the community. It was just too dangerous. Now, he can send a single car in, and does so all of the time without fear of attack on his officers. It was determined, after a review of the crime statistics for the two communities that the crime indicator decreased from 28 at the start of the project in 2001 to 22 in

2002. In KRC's proposal for the same period, they projected that through the activities of the KRC/PPP crime would be reduced to 26 at the start of 2003.

Through the years DSP Thompson has seen projects come and go, but he sees KRC/PPP as having the greatest potential for making a sustained impact on community development within Grants Pen. He recognized that the rate of crime and violence is significantly lower since the KRC/PPP initiative and he feels as though they cannot afford to let the project fail. He is not attributing the changes he has seen solely to KRC/PPP, but to the influx of all agencies in recent years, working at the grassroots level serving to stabilize relationships between the two political parties, as well as the community in general. However, he does feel that KRC/PPP has played a vital role in making this happen and that they have the ability to strengthen this front by continuing to coordinate with the various community organizations and services—guiding the renewed vision.

Conclusions

The Ministers Fraternal stated that more volunteers are needed for the homework programs in order to decrease the teacher-to-student ratio, so as to avoid burnout and to be able to provide more individualized attention. The Ministers Fraternal is an enthusiastic, capable, invested, and innovative group that is willing to increase their capacity and take on more responsibility and direction for making a difference within the community.

One can easily be impressed with the discipline and time commitment that all participants of the Cosmetology program have made—nine months for thirteen participants and it will be twenty months for the current group of seven, which is a great indication of their desire and capacity for change. Obviously, these residents feel that they have and are benefiting from this experience. This evidence is mirrored in the many other trainings and activities that are being or have been implemented within the two communities and have had a number of enthusiastic participants involved. In the focus group at the Peace Center there were five residents registered and excited about the start of their various training programs, which will be in a week or two. In fact, prior to the start of the focus group there were twenty-seven males on a bus leaving to attend their first session of a computer training course.

A consistent thread of data that have surfaced from discussions with residents, formally or informally, is that individuals who already possess the will and the proactive attitude to improve their life are more likely to take advantage of the programs/activities offered through the KRC/PPP. Seemingly, as more residents participate—more will participate, fueled by word of mouth and the increasing presence and stability of the project within the two communities.

Recommendations

1. KRC/PPP should develop and implement an ongoing volunteer recruitment plan for the homework Centers and provide a stipend for volunteer teachers, which will serve as an incentive, as well as a token of appreciation while maintaining stability within the homework programs
2. KRC/PPP should provide community education workshops through the Peace Center on various topics of public interest, i.e., Responsible Citizenship, Parenting Skills, Domestic

Violence, Understanding the Justice System—the Role of the Judge, the role of the Justice of the Peace, conducting mock trials, etc.

3. KRC/PPP should develop a public education campaign to continually inform the community about the various activities and services that are available to them. The project needs high visibility, while simply promoting in a big way what the KRC/PPP is doing. One recommendation from a resident is that each male participant should bring one friend into the program. Recommendations 2 and 3 will be complementary to activities to be conducted under SO 5, Improving Community Policing.
4. KRC/PPP should develop an overall vision for the two communities and assume the role of guiding all stakeholders toward this vision.
5. KRC/PPP needs to develop a plan that incorporates capacity building, where needed, of existing and potential community-based, implementing partners. Partners such as Stella Maris Foundation, Grants Pen Ministers Fraternal, HACO, Providence Outreach Committee, Liguanea United Sports Club, and the community management committees may need organizational strengthening, for example, in fund development, including grant writing skills. This will assist in giving them the capacity to approach donor agencies directly, to solicit those funds that will allow them to continue providing current programs and services and in many cases the services they initiated under limited capacity prior to KRC/PPP. Because these organizations are based in the targeted communities, in other words, they were there before KRC/PPP and they will be there after the project, this kind of capacity building will provide the opportunity to ensure that quality programming will be sustained within these continues beyond the LOP. Such capacity building can be initiated through the sub-grants process that creates credibility for KRC/PPP and other donors with the sub-grantee.

6. *Steering Committee Effectiveness*

Findings

The Steering Committee now oversees two components of the SpO, as well as the Democracy and Governance Project. A number of stakeholders interviewed stated that the Steering Committee is not effective and the reoccurring indicators of ineffectiveness were: members are unclear about their role; the committee is too large; and many members do not come to a significant number of the meetings. The Steering Committee is presently functioning without specific terms of reference with KRC/PPP. Several members indicated that perhaps such a document is needed to aid members in feeling empowered, while serving to clearly define their role. However, many, if not all members of those interviewed, stated they perceive the Steering Committee as an entity which ensures that the project meets its targets and to intervene on issues related to management and program effectiveness.

The Ministers Fraternal states that having one Steering Committee for both communities is proving to be a problem. There are similarities between the two communities, but there are also distinct differences. Usually when the Steering Committee meet, they end up spending more time talking about Grants Pen, which has begun to cause some dissension for those that live and/or work in Standpipe, who expect equal time for their concerns.

Conclusions

There seems to be a real lack of ownership, as well as leadership on the part of the project Steering Committee. The committee has not assumed responsibility for the direction of the project, nor do they seem empowered or capable of holding KRC/PPP or any of the collaborative partners accountable. The committee seems to be at a loss as to how to intervene on issues related to management and program effectiveness. This is not unusual for any group when it first comes together. The committee still seems to be in its infancy or forming stage of group development and is functioning as a group of individuals performing a perfunctory task, as opposed to a team that is empowered to take charge of its own destiny—working hand-and-hand as a unit, motivated by the will to achieve its ultimate vision.

The team questions the appropriateness of having the KRC Executive Director chair the project Steering Committee. Since one of the primary roles of the committee is to oversee the implementation of the KRC/PPP, they have essentially placed the Executive Director in the prime position to oversee himself. However, it is recognized that at least three attempts have been made to elect a chairperson who is independent of KRC/PPP. This amounts to three different people being asked to chair the committee at various intervals since its inception and they have all refused the position. Meanwhile, the search goes on and the project as well.

Also, the present structure of the committee keeps the focus of the Peace and Prosperity Project on KRC. In other words, the committee does not feel a sense of ownership of the program. This is evidenced by repeated comments about what KRC is or is not doing in regards to project implementation, but never, “we’re not,” or “the committee is or is not doing on behalf of the KRC/PPP.”

There is concern about the size of the Steering Committee and that it might be too large to be effective. Often with large membership the process tends to move slower due to well-intended input from all members, there is a diverse array of opinions to consider, personal agendas to wade through, and the lack of motivation that may occur when certain members fail to attend most meetings—to cite some of the issues. The evaluators were pleased to see that the project Steering Committee has recognized some of its issues and have started the process of restructuring. The committee met on March 7, 2003 to develop a long-term vision for the communities they represent, to identify constraints and strategies, to identify additional members and the roles/responsibilities of its membership. The evaluators are also concerned that youth are not represented on the committee, nor does it seem to be a consideration for committee members. However, there is a community management team in each community that serves to address relevant issues related to their respective communities. The management team serves to increase the involvement of residents in the process, seemingly expediting a sense of team and ownership.

Recommendations

1. The steering committee needs organizational development training that includes strategic planning, which will aid them in developing and expanding their role in the KRC/PPP and in project management. This vision for organizational development must be an investment over an extended period of time for all involved if the project is really serious about building capacity and sustainability at the local level. Other factors are discussed

in Section 5, Receptivity of residents to the assistance being provided. see recommendation #5.

2. Appoint a minimum of two youth to serve as members of the project Steering Committee.
3. To ensure sustainability beyond the funding cycle, the project Steering Committee should consider identifying an organization that will be suitable or better equip itself, to assume management of the project. Furthermore, the project Steering Committee should seek to clarify and secure its role with the KRC/PPP by developing and signing a Memorandum of Understanding with KRC/PPP.

7. *Strengths and Weaknesses of the Design to Develop the Entrepreneurship Element*

Findings

The design of the entrepreneurship component of the project is substantial with solid conceptualized factors. As in any proposal the design is a projection of potential actions to complete outcomes that address specific problems. The KRC/PPP entrepreneurial design is based on past historical experiences and has potential for success.

An analysis of the entrepreneurial design demonstrates numerous strengths as follows:

- Recognition that only the market creates employment, not NGOs
- Creation of conditions needed to enhance business opportunities
- Recognition of conditions that will meet resident's needs
- Creation of a strong in-house database for analysis
- Design of business selection criteria
- Development of an extensive skills training program
- Leveraging of funds with good access for loans, technical assistance, and tools
- Extensive networking within and outside the communities
- Development of community business centers.

Design weaknesses include:

- Limited business sector management capabilities for implementation
- Private sector participation overly optimistic
- Lack of taking into account high illiteracy rate in the communities
- Start-up projections not realistic for volatile community

Conclusions

The groundwork has been laid for assisting existing businesses and creating new ones. The KRC/PPP has gained acceptance in the community, the crime rate has been reduced and large amounts of resources are being put in these two communities. Even though the economy is sluggish, micro-enterprise development can move forward. There is time remaining for this project component to complete its IR.

One of the major constraints in moving the entrepreneurship component at a faster pace is the lack of a strong, experienced, business project officer responsible for implementation and oversight. This requires a full time position and should not be managed by consultants or short term TA.

Recommendation

Additional professional staff, i.e., an experienced Business Project Officer needs to be incorporated into the KRC/PPP.

8. *Level of Synergy and Complementarity with programs of other agencies*

Findings

USAID/Jamaica has taken the lead role of being the major implementing agency with other donor organizations in executing a comprehensive approach to developing peace and prosperity in inner-city ghettos. Participating agencies include international donors such as IDB, CDB, CIDA, the Governments of Great Britain and Japan, the Ministries of Local Government, Social Security, Social Development Commission, the Jamaica Constabulary Forces, etc. The USAID SO 5 Democracy & Governance component complements the KRC/PPP with elements of strengthening civil society, rule of law and police community relations. KRC has developed relationships with nonprofit and private sector organizations including Bank of Nova Scotia, Shell Company, Super Value Supermarkets, etc.

In conjunction with the Bank of Nova Scotia (BNS), CIDA is financing the Micro Enterprise Financing Limited (MEFL), a private non-profit corporation dedicated to micro financing in seven inner-city communities. MEFL was founded with KRC input in November 2002 with a grant from CIDA. They are presently working in three communities and have given 24 group loans. By April 30, 2003, MEFL will be operative in Grants Pen and eventually in Standpipe communities. MEFL is aiming to become self-sufficient after the five-year CIDA grant is terminated.

CIDA is highly satisfied with the KRC because the leveraging of funds from various sources to implement complex programs is one of its priorities. They envision the use of USAID funds to offer skills training while CIDA monies will be used for loans. CIDA supports the concept of community Business Development Centers that KRC is proposing to initiate. These centers would assist micro-enterprise owners with functions of bookkeeping, cost analysis, marketing and other aspects of profit making. CIDA further stated its satisfaction with the past track record of KRC in attaining results and funds accountability.

The Department for International Development (DFID) is a division of the British High Commission that has funded KRC over the past five years to implement the Jamaica Urban Poverty Program (JUPP). A key element of this program was for DFID to place an expatriate into the KRC organization for policy direction and project oversight. The expatriate in question was included as part of the KRC Management Team in the PPP proposal. He has recently departed Jamaica leaving his position vacant. JUPP implements a holistic approach to

community development including commerce, conflict issues, environment, CBO strengthening, and welfare activities.

The JUPP experience with KRC is positive since KRC delivered what they proposed which in turn helped KRC to receive funding from USAID, IDB, CDB, and Government of Japan. They have found KRC to have had good technical staff but at the organizational capacity level KRC is too stretched out and lacks an organizational business plan. DFID has also noted the management limitations and weaknesses of KRC.

KRC through JUPP sponsors an annual donors meeting which involves the private sector, government, donor agencies, community organizations, etc., which receives wide acceptance and media coverage. One plan is to have KRC deliver and present one yearly report to all stakeholders. This would alleviate the multiple reporting burdens placed on KRC by all parties involved especially donors.

The DFID sees KRC as the only alternative to inner-city development since it can be trusted as opposed to government agencies that have proved to be ineffective. They do however envision stronger future cooperation between KRC and the Social Development Commission (SDC).

Conclusions

There is a high level of synergy and complementarity with other donor agencies implementing programs in the target communities. KRC has exploited the synergies available by effectively coordinating with other donor agencies. Of course, there is always room for improvement when resources are sorely limited and the need so great for socio economic development. KRC has developed exceptional credibility with the GOJ, and where practical and feasible could begin to work towards obtaining infrastructure development including recreation facilities, hygiene and sanitation programs, etc. for the target communities. Agencies such as the SDC, Social Security and the JSIF could possibly be leveraged to have significant input to the project. The KRC Executive Director is positioned to deal with these agencies since the GOJ has stated its interest in working through this local NGO. KRC should further seek to expand its working relationships for the PPP with private sector groups especially in the hotel and tourist industries.

The role of KRC/PPP, at this point, has been one of activities coordinator and developing partner relationships. However, KRC/PPP, with its capacity for leveraging funding, should also function as an entity that builds other NGO capacities, uses other organizations as instruments and builds strong partnerships through specific sub-grant agreements. KRC/PPP can move in that direction with homework centers, business development, sports programs, and other activities by utilizing present working relationships with counterpart NGOs, CBOs, and church organizations. KRC/PPP could further be more active with using its donor contacts by functioning as a broker between CBOs and donor agencies.

Recommendations

1. There is a perceived need from the donor agencies interviewed for KRC to receive institutional strengthening possibly via an expatriate professional who could instruct staff, design urban development policies, conduct research, and feed into other agencies of the GOJ and donors.

2. KRC/PPP should develop an organizational business plan as a tool to improve performance and to ensure a salient financial picture. A business plan aids an organization in proactive decision-making that guides the activities of all staff to meet the real and legitimate needs of the firm. A business plan helps an organization track the really important objectives that must be achieved to accomplish success and provide mechanisms for addressing particular situations as they arise in light of those priorities. It is a plan for action.

There are several key points to keep in mind when developing a business plan. they are:

- *Put it in Writing.* Getting it all down on paper tends to reveal where the plan is vague or undeveloped. If it's not in writing, it is too easy to skate over the process.
- *Make It Short.* Six to ten pages is adequate. Focus on what you realistically want to improve about the business and what has to be done to realize those goals.
- *Limit the Plan to One Year.* Review the plan every two to three months and revise it as necessary to adjust for actual events and results.
- *Get the Staff to Participate.* The staff's open agreement with the plan is also a key to its success. They usually know best what the realistic needs of the organization are and what has to be done to meet them.

An effective, comprehensive plan should include certain specific components: (1) *Overview:* (a) General: mission and critical factors of success; (b) Marketing Plan: the analysis, assumptions, and needs regarding customers, products and services, assessment of competition, prices, and promotion and selling; (c) Production and Delivery Operations; (d) Staff: a review of personnel, compensation, staffing needs, and the executive director's supervision and organization of the staff; (e) Financial Status: cash situation and needs, costs and expenses, and working assets; (f) Administration: day-to-day operations and procedures, adequacy of accounting system, and internal controls; (g) Business Environment: the economy, demographic changes and trends, and government regulations, taxes, etc.; (h) Contributions of the Owner-Manager; (i) Summary and Conclusions: list the priority needs, problems, and opportunities; (2) *Concrete, Priority Business Objectives:* first tier and second tier; (3) *Action Plans;* (4) *Budgets:* cash flow, income and expenses, and other.

B. OTHER ISSUES

1. *Effectiveness of Project Design, Performance Targets, and Intermediate Results Indicators*

Findings

The Development Options research report was separated into distinct programs with conflict resolution and violence reduction being discrete from the economic empowerment program. The RFA for the PPP basically mirrors the Development Options approach by combining the two programs into one. Development Option's concept of economic empowerment places job creation as an output of preceding initiatives: although their timeframes for completion of those initiatives was overly optimistic. While, the KRC/PPP project design is effective in that it

focuses on real community needs, the one performance target and intermediate results indicator for job creation is placing excessive stress on the implementing and donor agencies. During the process of determining IRs and indicators for each KRC/PPP component, there was a heavy emphasis placed on job creation. This emphasis is carried over into the reporting responsibilities of both the implementing agency and USAID. As noted earlier, all targets except for job and business creation, are viable and being achieved. KRC/PPP on several occasions has had the opportunity to change and/or lower the employment creation indicator but has steadfastly insisted on completing it as proposed. USAID is open to such indicator adjustments stating that they are not etched in stone and perhaps the employment readiness component should be the new indicator.

Conclusion

The Jamaican reality is that jobs are scarce due to the economic situation in the country. Coinciding with that hurdle, the residents within these two communities do face a perception problem from the greater business/working community. They are stigmatized virtually by where they live. In addition, the residents in these two communities possess low educational achievement and skill attainment. Often, their work ethic and values do not readily compliment those of mainstream society. Far beyond their expectations, KRC/PPP is faced with addressing major behavior changes before many of these residents could successfully face the world of work and business development.

The PIOJ stated its belief that targets should be modified downward in a future-planning meeting. KRC/PPP management believes it can attain the employment target because the precedents required are presently being addressed.

Recommendation

The evaluation team has previously recommended and maintains that KRC should continue to set its aim high to complete the job and business creation indicators by LOP.

2. *Influence of the Political, Social and Economic Environment on the success of the Project*

Findings

Political

In Grants Pen there are nine sub-communities or sub-divisions. Crossing from one area to another is a constant cause of danger and concern to residents. In such a volatile community, time is required with residents to receive acceptance before one can initiate activities.

Social

Crime in the communities is most prevalent for males between the ages of 17 and 25. There is a need to challenge the youth in both communities to participate in the KRC/PPP in order to break the cycle of receiving training; frustration with no jobs available after training, and ultimately a

turn to crime. Literacy, numeracy, and social skills are major hurdles in the communities that need to be overcome for the KRC/PPP to succeed in attaining its results.

All community residents need to receive conflict resolution training via non "talk and chalk" methodologies. KRC/PPP identified the need to build trust and strengthen the relationship between the police and the community. There is a complex balance between rights and responsibilities that creates a dilemma for inner-city residents. USAID, under the D&G activity, will conduct police training programs in ethics, corruption, public relations, as well as areas of salary standards.

Behavioral attitudes and limited resources tend to create apathy and to generate small or limited goals. Constant rejection for support of small events reinforces this mentality among the people. A slow implementation of program activities further strengthens a negative attitude by some residents towards the project. So, sitting back and waiting for things to happen becomes the norm even for active players wanting to achieve KRC/PPP targets. It is difficult to take initiatives or aspire to greater targets when the ordinary things take forever to accomplish.

Economic

During project design and community research activities, the private sector promised participation that was not forthcoming as expected. With a downturn in the economy and also due to the high crime rate, businesses located in the communities have left, creating greater unemployment and a bleak future outlook for job seekers. There is a need for a qualified permanent KRC/PPP staff member exclusively to link with the private sector.

Inner-city community residents have a pool of talent that has yet to be exploited. KRC/PPP needs to search for unique ways to market and exploit local talent that is not confined to traditional thinking. Project staff and other stakeholders should begin to think "out of the box" and move trainees to the next higher level of becoming experts. The KRC/PPP needs dynamic approaches for residents to deal with employment opportunities.

Conclusion

The project has had to deal with many complex political, social and economic factors. Their patient approach appears to be paying dividends.

3. *Consideration of a Possible Merger of the SpO and the Democracy and Governance Programs*

Findings

Positive factors for continuing SpO activities and structures:

- KRC/PPP has a strong presence and acceptance in Grants Pen;
- Already they have networks with CBOs, schools, churches, etc.;
- Sensitization programs are underway;
- They are deeply involved in dispute resolution including PALS;
- There are several uniform programs in place;

- They have initiated and continue training of mediators in the community;
- They could be instrumental in developing broad based community dialogue;
- There is already an IR to reduce crime and violence;
- The merged SOs effort could be instrumental in strengthening NGOs and CBOs;
- KRC/PPP would be part of the Model Police Station;
- They could assist with training citizens of rights and responsibilities;
- KRC/PPP has the same constituencies as D&G;
- They have a strong track record working in ghettos;
- The merged activity would share the same Project Steering Committee; and
- KRC/PPP has a community Project Management Committee in place.

Questionable factors:

- KRC/PPP is not a human rights organization;
- KRC/PPP involvement is in social services, not criminal activities;
- Would KRC/PPP become too identified with police and compromise it's reputation with the community? Is there a loss of neutrality issue?; and
- Does KRC/PPP have a role in the PERF work plan?

Conclusion

Looking at all the positive aspects of KRC/PPP's potential involvement in the Community Policing Project, it appears that the SpO could be easily moved into the D&G portfolio. Half of the KRC/PPP performance indicators would readily fit into SO 5. The other half regarding business assistance and employment would need to be revised. If one would consider the first phase of the KRC/PPP as sensitization and/or pacification, there would be a good justification for the revision and change. The big question however, is whether KRC/PPP, as an organization, would accept the close identification with the police.

Recommendation

From a management perspective, it makes sense to have both activities, while continuing as two separate projects, under one USAID office especially to facilitate the flow of information and to avoid the duplication of meetings and other activities, or the funding repetition of local entities.

C. SPECIAL EVALUATION NOTES

In the course of carrying out the evaluation, the team took note of various items not in the SOW. They are presented below.

- ▶ Peace Corps should be involved as part of the Mission's strategy for KRC/PPP implementation. This should be accomplished on a Director-to-Director level to institutionalize the placing of volunteers in key positions such as sports, scouts, 4H Clubs, music, etc.
- ▶ Recreational properties are needed in Grants Pen that are community owned, i.e., basketball courts, playgrounds, parks/water fountains, playfields, etc.

- ▶ The Jamaica Social Investment Fund should be approached by the communities of Grants Pen and Standpipe to request financial support for infrastructure programs.
- ▶ A community mall/center would transform Grants Pen and could include:
 - Post Office
 - Internet Café
 - Police Academy
 - Arts & Crafts
 - Daycare Center
 - Community small businesses
 - Health Center
 - Pharmacy
- ▶ UNDP brokers requests to the U.N. Foundation (funded by Ted Turner, CNN) that finances socio economic development projects with matching funds. There is a precedent and USAID/J may wish to explore this possibility. The precedent is that USAID/Guatemala's regional environmental program granted \$1.5 million to UNDP/Jamaica's reef project with the U.N Foundation matching \$1.5 million. This type of donor leverage would be mutually beneficial.
- ▶ A high level consortium of donor and government agencies should be formed to deal with the costly, complex and diverse needs of the two communities.

* * * * *

In conclusion the team notes this is a very challenging project. It has involved dealing with many more problems than expected. However progress is being made on some of the underlying problems that must be addressed before things like employment will happen. There has also been a problem in staffing-up to accomplish all that needs to be done and as a result there has been under-spending. Since this is a vital program this problem needs to be addressed quickly. We recommend that USAID work with KRC/PPP so they can acquire the expertise needed to work in NGO strengthening and program implementation so that the project can build on the strong foundation developed and fully succeed.

ANNEXES

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ANNEX A

PERSONS INTERVIEWED

USAID

Mosina Jordan, Mission Director
John Wright, SpO Team Leader/CTO
Dorna Service, Project Management Assistant
Dennis Darby, Team Leader/D&G
Sasha Parke, Project Management Specialist
Robbin Brinkley, Director, Program Office
Denise Lawrence, Development Program Specialist
Peter Klosky, Controller
Avril Britton, Financial Support Advisor

Kingston Restoration Company

Morin Seymour, Executive Director
Patricia Balls, PPP Project Manager
Alain Williams, JUPP Project Officer
Grace Leslie, Resource Center (SP)
Alick Sutherland, Peace Center
Lillieth Dixon, Peace Center
Claudine Anderson, Project Officer
Betsy Davis, Project Officer
Al Alexander, Resource Center (SP)
Leslie Davis-Bennett, Community Officer
Angella Blackwood-Baker
Deanna McFarlane, Business Consultant
Viola Banton, Ex-employee/
Antonette Richards, Ex-employee
Samantha DuQuesnay, Ex-employee

GOJ

Denise Irving, Planning Institute of Jamaica
Sanya Laing, PIOJ
Delroy Chuck, Minister of Parliament
Dr. St. Aubyn Barrett, Minister of Parliament
Dep. Super, Thompson, JCF
Pauline Pink, JCF
Sandra Berry, HEART/NTA
Merlyn Brown, HEART/NTA

Residents

Anthony Simpson, Stand Pipe
Monica Gordon, Principal New Providence Primary
Sonia Ormsby, Principal New Day Primary
Byrant Jacas, Barbican Grants Pen Uplifting Movement

Norris Jackson, Barbican Grants Pen Uplifting Movement
Focus Group Cosmetology
Focus Group Community Residents Grants Pen

Counterpart Agencies/Service Providers

Rev. Richard Albert, Founder, Stella Maris Foundation
Keith Russell-Brown, Executive Director, SMF & Steering Committee
Frankson, SMF
Donna Parchment, Dispute Resolution Foundation
Karen Gentles, Dispute Resolution Foundation
Bridgett Mills, Garmex Academy
Desmond James, Jamaica German Automotive School
Rev. Catherine Gayle, HACO/ SC
Patricia Allen, HACO
Rev. Vivian Cohen, HACO
Rev. M. Morgan, Minister Fraternal Chairman/SC
Rev. Green, Minister Fraternal/SC
Rev. Dodman, Minister Fraternal/ SC
Rev. E. Mairhead, Minister Fraternal
Rev Mitchell, Minister Fraternal
Rev. D. Miller, Minister Fraternal
Mrs. T. Greene, Minister Fraternal
Rev. Dr. Kinley, Minister Fraternal
Rev. Hall, Minister Fraternal
Mary Dawes, Mary's School of Cosmetology (focus Group)

Donor Agencies

Vivian Monteith, First Secretary, CIDA
Debra Williams, Microenterprise Financing Limited
Gordon Saggars, British High Commission

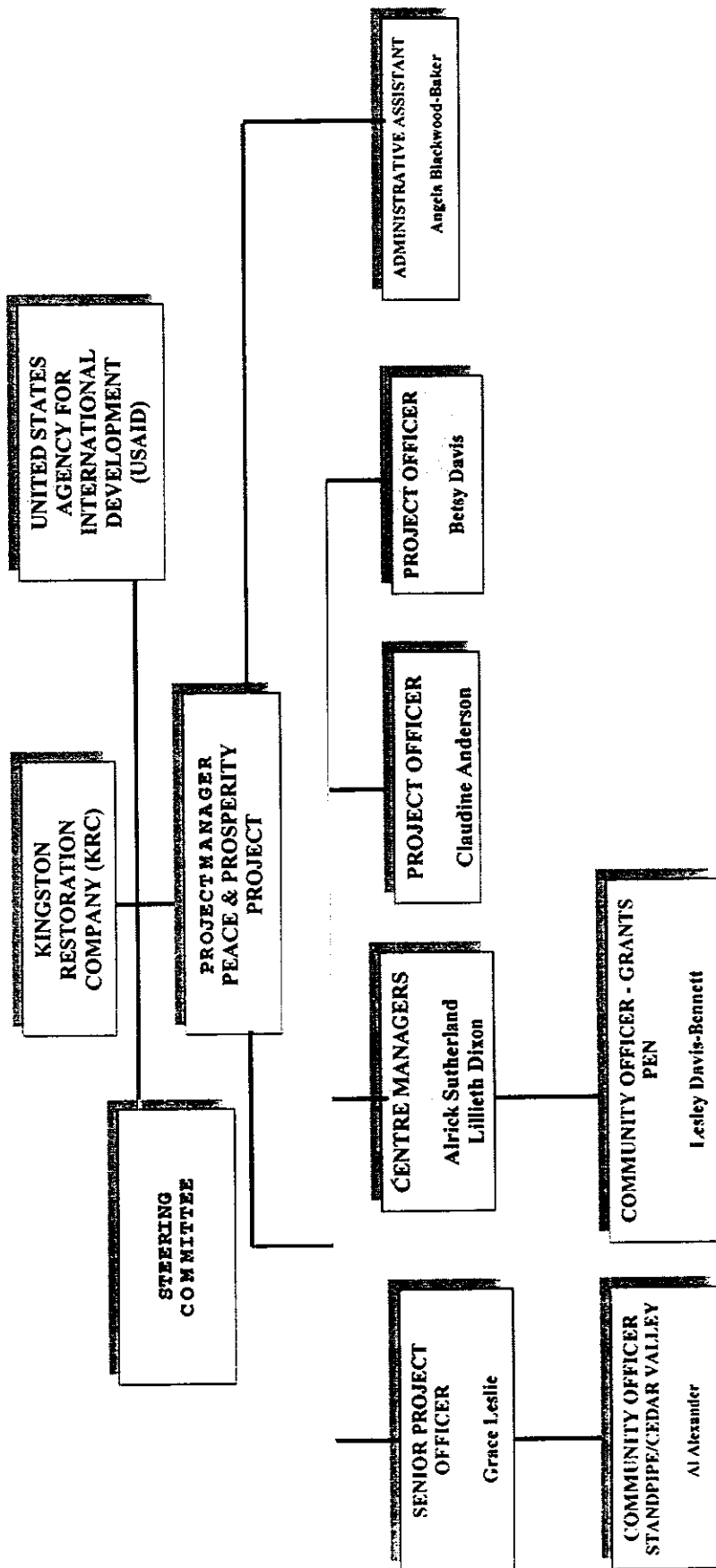
ANNEX B

DOCUMENTATION REVIEWED

Development Options Basic Research
USAID Request for Applications/Peace & Prosperity Project
Community Profile-Standpipe/Cedar Valle
Community Profile Grants Pen, St. Andrew
KRC Cooperative Agreement
KRC Technical Project Proposal
KRC Corporate Plan & Annual Work Plan
Performance Monitoring Plan
Project Managers Semi Annual Reports (2)
Summary of SpO SAR Issues
Final Report – Micro Enterprise Project for KRC
Brief on USAID/Jamaica Democracy & Governance Project
Implementation Status USAID/J Car-Supported Community Policy Activity Grants Pen
Expenditure/Advances/Liquidations work sheets
Memorandum of Understanding – KRC and Stella Maris Foundation
Standard Contract for Purchase of Services – KRC and Jan's School of Catering
Report on Training – Cosmetology Level II
Personal Services Contract – KRC & Yvonne Elliott-Mattis

ANNEX C ORGANIZATION STRUCTURE

ORGANISATION STRUCTURE - PEACE & PROSPERITY PROJECT (PPP)



ANNEX D

ACRONYMS

BNS	Bank of Nova Scotia
CBOs	Community Based Organizations
CDB	Caribbean Development Bank
CES	Creative Enterprise Studios
CIDA	Canadian International Development Agency
CTO	Cognizant Technical Officer
D&G	Democracy and Governance
DFID	Department for International Development
DPS	Deputy Superintendent
DRF	Dispute Resolution Foundation
EXED	Excelsior Community College
GARMEX	Garmex Academy
GOJ	Government of Jamaica
HACO	Hope Area Church Organizations
HEART/NTA	Human Employment and Resource Training/National Training Agency
IDB	Interamerican Development Bank
IR	Intermediate Results
JAGAS	Jamaica German Automotive School
JAMAL	Jamaica Movement for the Advancement of Literacy
JLP	Jamaica Labor Party
JSIF	Jamaica Social Investment Fund
JUPP	Jamaica Urban Poverty Program
KRC	Kingston Restoration Company
LOP	Life of Project
MEFL	Micro Enterprise Financing Limited
MP	Member of Parliament
NGOs	Non Governmental Organizations
PALS	Peace and Love in Schools
PERF	Police Executive Research Forum
PERT	Program Evaluation and Review Technique
PIOJ	Planning Institute of Jamaica
PNP	Peoples National Party
PPP	Peace & Prosperity Project
PSC	Personal Services Contractor
RFA	Request for Applications
SDC	Social Development Commission
SOW	Scope of Work
SpO	Special Objective
SMF	Stella Maris Foundation
TA	Technical Assistance
UNDP	United Nations Development Program
USAID	United States Agency for International Development

ANNEX E

STATEMENT OF WORK FOR THE EVALUATION OF THE PEACE AND PROSPERITY PROJECT

1. Purpose

USAID/Jamaica requires the services of a Contractor to conduct a mid term evaluation of the Peace and Prosperity Project which has a completion date of September 2004. The evaluation will assess the progress and impact to date of the Peace and Prosperity Project and to make recommendations for modifications in project design and implementation for the remaining life of the project. The focus of the evaluation will be on examining the major project interventions, project impact to date and overall effectiveness in contributing to Intermediate Results achievement.

2. Background

The Special Objective activity is a Pilot project designed to assist with creating an improved way of life for the residents of the Grants Pen and Stand Pipe communities. These communities are characterized as urban inner city communities plagued with high levels of unemployment, illiteracy, crime and violence.

During the period March 2001 to December 2002, following the signing of the Cooperative Agreement in March 2001, the Kingston Restoration Company (KRC) has initiated activities aimed at achieving the Special Objective "Improved Economic and Social Conditions in Targeted Inner City Communities". The two Intermediate Results are: a) Increasing Opportunities for Employment and Entrepreneurship; and, b) Improving Community Capacity for Conflict Resolution. There are a number of indicators that link directly to each of the two key results. For the Intermediate Result One (IR1) the indicators are: Number of persons employed; Number of business assisted and new businesses created. For Intermediate Result Two (IR2) the indicators are: Number of major crimes reported; Number of conflict resolution programs implemented and sustained; Number of residents trained in conflict resolution.

KRC the implementing agency has embarked on a number of initiatives that is expected to yield the results of the targets agreed for the indicators. These initiatives include:

- Establishment of a Peace Center
- Vocational Jobs
- Skills training for community residents
- Training in Conflict Resolution
- Training of Mediators
- Establishment of Homework Centers
- Technical Assistance to micro and small business firms
- Establishment of Computer Laboratories in Primary Schools
- Peace Day Concert
- Sports Festival

3. Scope of Work

The Contractor will carry out the following activities as part of the evaluation exercise:

- Meet with USAID/Jamaica SpO team and USAID Mission senior management
- Interview community residents (randomly)
- Review the following documents: The Grant Agreement, KRC's Workplans, the Project Manager's quarterly reports, Minutes of the Steering Committee Meetings, Peace Center monthly reports and the relevant financial reports dealing with the level of disbursements to and expenditure by KRC.
- Interview: KRC's project team and senior management, leaders of community based organizations in Grants Pen and Stand Pipe communities; KRC-led Steering Committee; residents who have completed training programs; and, private sector firms employing graduates of the project's training programs.
- Interview: Principals of the Primary Schools in both communities; Stella Maris; Dispute Resolution Foundation; Canadian International Development Agency (CIDA); HEART/NTA; Department For International Development (DFID); Jamaica Constabulary Force (JCF); Clergy's Ministers Fraternal; and, private sector managers operating businesses in these communities.

The Contractor will submit a report to USAID/Jamaica based on the reviews and interviews described above and make recommendations concerning the following:

- ◆ The extent to which the activities being implemented by KRC are likely to achieve the performance targets under both Intermediate Results;
- ◆ The operation and impact of the Peace Center in stabilizing the community;
- ◆ How resourceful is the Resource Center in the Stand Pipe community
- ◆ The effectiveness of the Steering Committee;
- ◆ The quality of project management;
- ◆ The appropriateness of the method of selecting the residents for the training courses. The appropriateness of selecting the training courses and institutions.
- ◆ The quality and impact of the training that is being provided to the residents in both communities.
- ◆ The effectiveness of the project design, performance targets, and intermediate results indicators.
- ◆ The level of synergy or complementarity with programs being implemented by the other donor agencies, government agencies, and other organizations that are present in these two communities.
- ◆ Examine the strengths/weaknesses of the design to develop the entrepreneurship element.

4. Deliverables

The contractor is required to deliver a first draft report within fifteen (15) working days of the signing of the contract. A second draft ten (10) days after submission of the first draft. Five (5) copies of a **draft of the final** report will be submitted to USAID/Jamaica five (5) days after the second draft to be reviewed by OEG staff and comments forwarded to contractor within two (2)

days. The Contractor will provide the Economic Growth Office with five (5) copies of the final report along with a diskette (in microsoft word). All appendices, tables, etc shall be included in both the report and on the diskette.

5. Qualifications

Contractor shall provide two person team to complete this assignment.

The lead person will have a University degree in Sociology and knowledge of Business Management or other relevant areas and must have experience with inner city development programs for at least three years. This person must have demonstrated analytical abilities and have excellent writing and interpersonal skills. Previous experience in inner city community development programs funded by USAID is desirable.

The second person must have a minimum of three years experience in conducting research/evaluations, a college degree and a demonstrated ability to conduct interviews and focus group sessions.

6. Work Days Ordered

Work must commence on or before February 10, 2003 and shall be completed by 40 work days after commencement. This includes timely provision of the deliverables described above. A total of 80 man-days is required for this assignment. The contractor is expected to complete 30 days in country and 10 days in home country.

Technical Direction

The OEG Office Director (or his designate) and the Special Objective (SpO) team will provide on-going guidance and direction to the Contractor.

7. Evaluation Criteria

Past Performance/Experience	70%
Demonstrated experience in evaluating and analyzing development projects over the last 5 years	
Timeliness	30%
Record of completing assignments within agreed contract periods.	
Total	100%

ANNEX F

CREATIVE ENTERPRISE STUDIO MODEL

Art is a dynamic and unifying activity that can play a vital role in the development of the whole person. Art is a vehicle through which participants can enhance their self-esteem and learn to utilize inner resources in order to relate more positively to their environment.

The first phase of CES, which is ongoing, involves engaging participants in the creative process, producing the artistic products. This can include paintings, mask making, pottery, woodworking and carpentry products, and refurbished furniture as art. It can also include the performing arts, such as music, dance and theatre. The program should also incorporate projects specifically designed for community involvement and beautification, i.e., mural paintings, mosaic tiling, landscape and sculpture design and construction in public parks and other spaces.

CES is an entrepreneurial, retail enterprise where items residents produce are sold to the general public, of which they receive a percentage and the remaining amount goes back into operations. This second phase is designed to increase participants' entrepreneurial and employability skills. A building could be obtained in a reputable retail district of Kingston/New Kingston to house the project. The building will need to be large enough to provide spaces for production, performance groups and the Studio Gallery for displaying artistic creations. CES could also partner with other similar enterprises and artisans, such as MONEX LTD at Sir John Golding Rehab Centre, where woodworking products are produced and sold. MONEX and other similar entities could use CES as an outlet for their products as well.

CES is also designed to serve as an on-the-job training program. Participants can be hired on a rotating schedule to manage and provide retail services in the Studio's Gallery and as security staff for the building. Upon designing their project, KRC/PPP would identify other paid positions as well. Other prospective entrepreneurial projects could include developing contracts with businesses and individuals to design t-shirts for specific events/activities, graphic design/signage, designing menus, business cards and brochures, etc. If performing groups are incorporated into the project, the project should develop opportunities for public performances at an admissions cost and opportunities to perform at various public events for continued exposure and affirmation.

A mentoring and apprenticeship component is vital to the ongoing support for youth's interest in the arts, and/or in an art-related career. Mentoring will allow a young person the opportunity to work one-on-one with an older person to help re-enforce positive behavior patterns, and/or further development in a particular artistic area of interest. Apprenticeships on the other hand will be arranged for those youth of working age, to provide them with opportunities to gain real "on the job" experience in a career interest area of their choice. This would be a paid position. KRC/PPP would develop working agreements which include the capacity for an apprenticeship with a minimum of twenty businesses or individual professionals in various art-related careers (Printers, Furniture Designers, Advertising Agencies, Interior Designers, Theatres, Textiles, Artists, etc.). This group, along with others, will also serve as presenters for workshops provided for the youth on art-related careers.

The above programmatic concept was inspired by YA/YA (Young Aspirations/Young Artists Inc.). YA/YA's founding vision (1988) was based on the theory that "given the right tools and a fertile environment, motivated young people can do extraordinary things." For the past fifteen years, YA/YA design studio and gallery, located in the New Orleans central business district, has provided young people professional opportunities through its fine art and commercial art training programs. Internationally renowned, YA/YA combine the arts with entrepreneurship as vehicles for teaching young people and preparing them with essential life skills. For more information: www.yayainc.com.